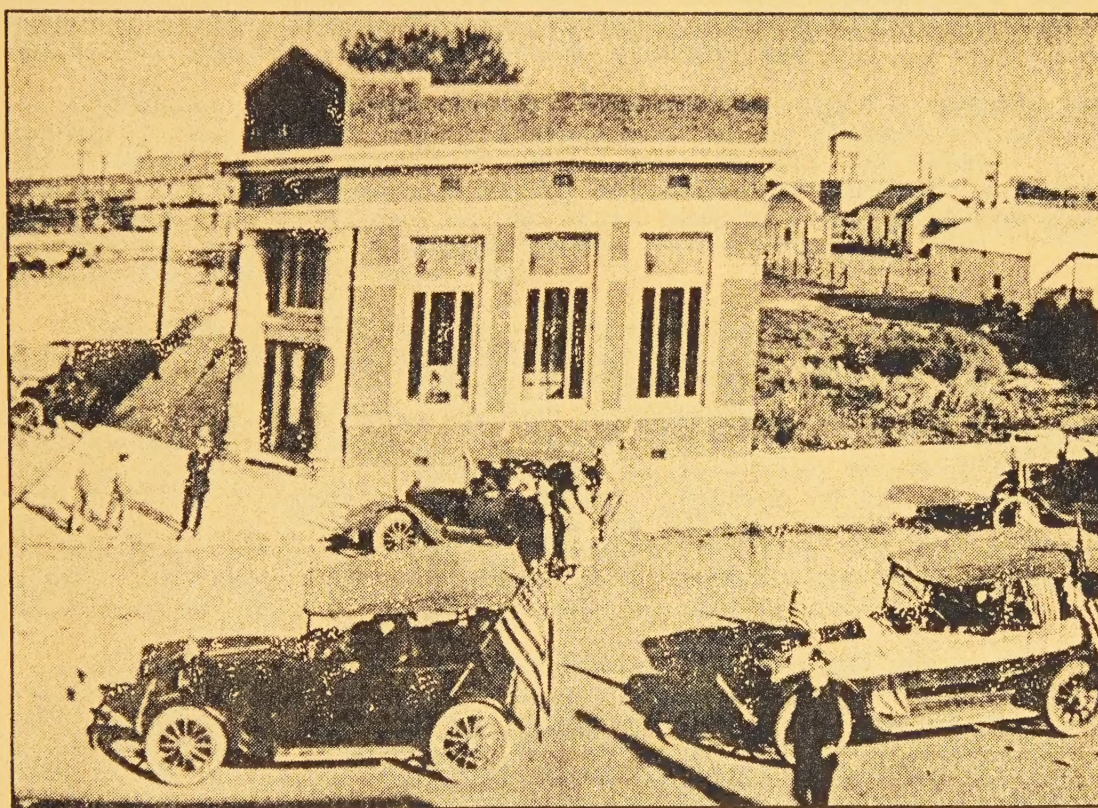


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GUSTINE

GENERAL PLAN



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VALLEY PLANNING CONSULTANTS

BEFORE THE CITY COUNCIL OF THE CITY OF GUSTINE
COUNTY OF MERCED, STATE OF CALIFORNIA

RESOLUTION AMENDING THE
GENERAL PLAN FOR THE CITY OF GUSTINE

WHEREAS, the General Plan for the City of Gustine was adopted by the Council in 1964, and

WHEREAS, conditions have substantially changed since the adoption of the General Plan which necessitate major review and revision of the Plan, and

WHEREAS, the City of Gustine has undertaken studies pertinent to the revision of the General Plan which have resulted in the preparation of a draft Gustine General Plan, dated February, 1985, and a draft and final environmental impact report for said Plan, and

WHEREAS, the revision of the General Plan includes the comprehensive amendment of the Land Use Element, Circulation and Transportation Element, Housing Element, Noise Element, and Open Space, Recreation, and Conservation Element, and


WHEREAS, the revised General Plan also includes a summary and update of the Seismic Safety Element and Safety Element, which was adopted by the Council in 1975. This summary and update combines Seismic Safety and Safety into a Safety Element, and the new element, as presented in the draft General Plan, reflects the content of the original documents and does not present any substantial modifications, and

WHEREAS, the Gustine Planning Commission held a series of eight public workshops, including one joint Council/Commission workshop; and after giving proper notice, the Planning Commission held a public hearing on June 5, 1985 on the amendment of the General Plan, and considered all written and verbal testimony. At said hearing, the Planning Commission recommended certification of the draft and final environmental impact report; adoption of all of the elements of the Draft General Plan, as amended in the attached errata sheet, except the Housing Element; approval of the Housing Element deferring formal adoption until comments are received from the State Department of Housing and Community Development, and

WHEREAS, thereafter and heretofore this Council duly and regularly fixed this seventeenth day of June, 1985, at the hour of 8:00 P.M., as the time for public hearing on the proposed amendment of the Gustine General Plan, and it appearing that the City Clerk hereof has duly and regularly given notice thereof in the manner required by law, and the Council having heard evidence and having fully considered the same, and

WHEREAS, the environmental impact report, the amendment approved by the Planning Commission, and all written verbal comments concerning said report were reviewed and considered.

NOW, THEREFORE BE IT RESOLVED that the Council hereby certifies the environmental impact report as amended, and



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FURTHER, BE IT RESOLVED that the Council approves and adopts all elements of the Draft General Plan, with the exception of the Housing Element. This adoption includes the maps and the goals, objective, policies and implementation measures for the Land Use Element, Circulation and Transportation Element, Noise Element, Safety Element, and the Open Space, Recreation, and Conservation Element, as amended by the attached errata sheet, and

FINALLY, BE IT RESOLVED that the Council approves the Draft Housing Element, but defers formal adoption until comments are received from the State Department of Housing and Community Development.

I hereby approve the foregoing resolution this seventeenth day of June, 1985.

APPROVED:

Frank Farr
Mayor, City of Gustine

ATTEST:

David K. Witter
City Clerk, City of Gustine

I, David K. Witter, City Clerk of the City of Gustine, do hereby certify that the foregoing Resolution was adopted at a regular meeting of the City Council of the City of Gustine, on the motion of Councilman Martino and seconded by Councilwoman Bettencourt on the seventeenth day of June, 1985, by the following vote, to wit:

AYES: COUNCILMEN Martino, Castro, Beffa, Bettencourt & Farr.

NOES: None

ABSENT: None

ABSTAIN: None

RESOLUTION NO. 85-7

BEFORE THE PLANNING COMMISSION OF THE CITY OF GUSTINE
COUNTY OF MERCED, STATE OF CALIFORNIA

RESOLUTION AMENDING THE
GENERAL PLAN FOR THE CITY OF GUSTINE

WHEREAS, the General Plan for the City of Gustine was adopted by the Council in 1964, and

WHEREAS, conditions have substantially changed since the adoption of the General Plan which necessitate major review and revision of the Plan, and

WHEREAS, the City of Gustine has undertaken studies pertinent to the revision of the General Plan which have resulted in the preparation of a draft Gustine General Plan, dated February, 1985, and a draft and final environmental impact report for said Plan, and

WHEREAS, the revision of the General Plan includes the comprehensive amendment of the Land Use Element, Circulation and Transportation Element, Housing Element, Noise Element, and Open Space, Recreation, and Conservation Element, and

WHEREAS, the revised General Plan also includes a summary and update of the Seismic Safety Element and Safety Element, which was adopted by the Council in 1975. This summary and update combines Seismic Safety and Safety into a Safety Element, and the new element, as presented in the draft General Plan, reflects the content of the original documents and does not present any substantial modifications, and

WHEREAS, after holding a series of eight public workshops, including one joint Council/Commission workshop, and after giving proper notice, the Planning Commission held a public hearing on June 5, 1985 on the amendment of the General Plan, and considered all written and verbal testimony, and

WHEREAS, the environmental impact report for the draft General Plan was considered by the Commission. Said report was found to be complete, with the changing of Page 15, line 26 to read: "To update the quality of Fourth Street, between North and South Avenues by adding landscaping and landscape screening, and generally improving the appearance on both sides of the street", and the adoption of the Draft General Plan will have no significant adverse impacts on the environment.

THE FOLLOWING INFORMATION IS FOR THE USE OF THE DIRECTOR OF THE BUREAU OF REVENUE AND CUSTOMS, AND THE COMMISSIONER OF THE GENERAL LAND OFFICE.

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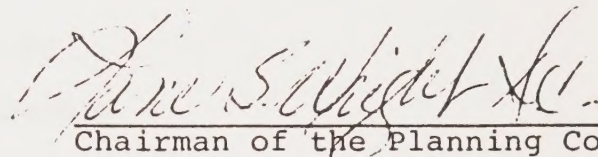
NOW, THEREFORE, BE IT RESOLVED that the Planning Commission recommends Council certification of the draft and final environmental impact report on the draft General Plan, and

FURTHER, BE IT RESOLVED that the Planning Commission approves the amendment to the Gustine General Plan, as amended by the enclosed errata sheet, and recommends Council adoption of all of the elements except the Housing Element, and

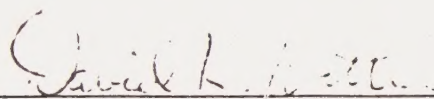
FINALLY, BE IT RESOLVED that since, in keeping with Title 7, Division 1, Section 65585 of the State of California Government Code, the Draft Housing Element has been submitted to the State Department of Housing and Community Development for review and comment, the Planning Commission approves of the Housing Element, and recommends that the Council approve of said Element as complete, and defer formal adoption of said Element until the comments from HCD are available.

A copy of said amendment is on file with the City Clerk.

I hereby approve the foregoing resolution this 5th day of June 1985.


Chairman of the Planning Commission

Attest:


Secretary of the Planning Commission

I, David K. Witter, Secretary of the Planning Commission, does hereby certify that the foregoing Resolution was adopted at a regular meeting of the Planning Commission of the City of Gustine, on the motion of Commissioner Iverson, and seconded by Commissioner O'Rear on the fifth day of June, 1985 by the following vote, to wit:

AYES: COMMISSIONER Wright, O'Rear, Souza and Iverson.

NOES: None

ABSTAIN: None

ABSENT: None

CITY OF GUSTINE

GENERAL PLAN

Prepared for
The City of Gustine

Prepared by
VALLEY PLANNING CONSULTANTS
301 W. 18th Street, Suite 201
Merced, California 95340

Community Noise Assessment
Prepared by

Brown-Buntin Associates
2327 South Redwood Drive
Visalia, California 93277

TABLE OF CONTENTS

	<u>Page</u>
I. INTRODUCTION	1
II. GUSTINE PLANNING AREA	4
III. LAND USE ELEMENT	8
A. INTRODUCTION	8
B. LAND USE DEFINITIONS AND STANDARDS	10
C. OVERALL OBJECTIVES FOR LAND USE	16
D. SPECIFIC POLICIES FOR OVERALL LAND USE	16
E. OBJECTIVES AND SPECIFIC POLICIES FOR RESIDENTIAL LAND USE	21
F. OBJECTIVES AND SPECIFIC POLICIES FOR COMMERCIAL LAND USE	24
G. OBJECTIVES AND SPECIFIC POLICIES FOR INDUSTRIAL LAND USE	25
H. OBJECTIVES AND SPECIFIC POLICIES FOR PUBLIC FACILITIES	27
III. A ANALYSIS AND RECOMMENDATIONS FOR DOWNTOWN STUDY AREA	31
IV. CIRCULATION AND TRANSPORTATION ELEMENT	38
A. INTRODUCTION	38
B. CIRCULATION AND TRANSPORTATION DEFINITIONS AND EXISTING FACILITIES SURVEY	38
C. TRAFFIC VOLUMES FOR MAJOR STREETS	41
D. PUBLIC TRANSIT	41
E. AIRPORT FACILITIES	41
F. RAIL TRANSPORTATION	42

	<u>Page</u>
G. PEDESTRIAN AND BICYCLE TRAFFIC	42
H. CURRENT STREET MAINTENANCE PROGRAM	42
I. RELATIONSHIP TO REGIONAL TRANSPORTATION PLAN	43
J. GENERAL CIRCULATION GOAL AND OBJECTIVES	43
K. POLICIES FOR CIRCULATION AND TRANSPORTATION	44
V. HOUSING ELEMENT	48
A. POPULATION CHARACTERISTICS AND NEEDS ASSESSMENTS	50
B. HOUSEHOLD CHARACTERISTICS AND SPECIAL NEEDS HOUSEHOLDS	53
C. HOUSING MARKET CHARACTERISTICS	58
D. GOVERNMENTAL CONSTRAINTS	63
E. NONGOVERNMENTAL CONSTRAINTS	64
F. FUTURE HOUSING NEEDS	65
G. RELATIONSHIP OF ZONING AND PUBLIC FACILITIES TO RESIDENTIAL DEVELOPMENT	71
H. HOUSING GOALS	74
I. HOUSING OBJECTIVES	74
J. HOUSING OBJECTIVES, POLICIES AND IMPLEMENTATION PROGRAMS	79
V. A HOUSING ELEMENT IMPLEMENTATION STRATEGY	90
VI. NOISE ELEMENT	92
A. DEFINITIONS	92
B. EXISTING AND PROJECTED NOISE CONDITIONS	93
C. NOISE GOALS AND OBJECTIVES	93
D. NOISE POLICIES AND IMPLEMENTATION MEASURES	94
VI. A COMMUNITY NOISE ASSESSMENT	97

	<u>Page</u>
VII. SAFETY ELEMENT	109
A. SAFETY CONDITIONS	109
B. SAFETY GOAL	112
C. SAFETY OBJECTIVES, POLICIES AND IMPLEMENTATION PROGRAMS	112
VIII. OPEN SPACE, RECREATION, AND CONSERVATION ELEMENT	116
A. EXISTING CONDITIONS	116
B. GENERAL GOALS AND OBJECTIVES	123
C. POLICIES AND IMPLEMENTATION PROGRAMS	123

FIGURES

Figure 1 - Existing Sphere of Influence and S.U.D.P. Map	5
Figure 2 - Sphere of Influence Map	6
Figure 3 - Existing Land Use Map	7
Figure 4 - Airport Safety Zones	29
Figure 5 - Proposed General Plan Map	30
Figure 1A - Downtown Study Area	32
Figure 2A - Landscape Plan	33
Figure 3A - Entry Point Design Plan	36
Figure 4A - Fourth Street Plan	37
Figure 6 - Proposed General Plan Map	47
Figure 7 - Residential Development Potential Map	72
Figure 8 - Community Noise Survey Monitoring Sites and Generalized Ldn 60 dB Contours	96
Figure 9 - Soils Map	117
Figure 10 - Farmlands Map	118
Figure 11 - Wildlife Refuge Map	120
Figure 12 - Existing and Proposed Parks	124

I. INTRODUCTION

INTRODUCTION

A. GENERAL PLAN PURPOSES

State law requires that all cities and counties in California must prepare and periodically revise comprehensive, long-range general plans for the development of their communities, and must approve only those development projects which are consistent with these general plans.

B. GENERAL PLAN CONTENTS AND FORMAT

To be legally adequate, a general plan must address each issue prescribed by state law as it applies to the community; address each issue through data and analysis, policy, and an implementation program; be internally consistent and long term; and cover all territory within the jurisdiction and any adjacent related lands, while reflecting the needs of the regional population (Government Code Section 65300). "The General Plan shall consist of a statement of development policies and shall include a diagram or diagrams and text setting forth objectives, principles, standards, and plan proposals." The state law also requires that the plan include at least the following elements (Government Code Section 65302):

- | | |
|-----------------|--------------------|
| a. land use | f. safety |
| b. circulation | g. noise |
| c. housing | h. scenic highways |
| d. conservation | |
| e. open space | |

Other elements are permissive, and any of the above elements can be combined at the discretion of the jurisdictions, provided that all element content requirements are met. On this basis, the Gustine General Plan combines the required components into 6 elements, as described below:

1. Land Use Element: Designates the general distribution, location, and extent (including standards for population density and building intensity) of the uses of land for housing, business, industry, open space, education, public buildings and grounds, solid and liquid waste disposal facilities, and other categories of public and private uses.

2. Circulation and Transportation Element: Identifies the general location and extent of existing and proposed major roads, highways, railroad and transit routes, terminals, and other local public utilities and public facilities, all correlated with the Land Use Element. It also prescribes the development, establishment, and protection of scenic highway corridors.
3. Housing Element: Consists of standards and plans for the improvement of housing and the provisions of adequate sites for housing to meet the needs of all economic segments of the community.
4. Noise Element: Examines noise sources yielding information to be used in setting land use policies for compatible uses and for developing and enforcing a local noise ordinance.
5. Seismic and Public Safety Element: Establishes standards and plans for the protection of the community from fires, seismic and geologic hazards.
6. Open Space Recreation and Conservation Elements: Details plans and measures for the preservation of open space for natural resources, for the managed production of resources, for outdoor recreation, and for public health and safety. The Conservation Element provides for the conservation, development, and use of natural resources. The Recreation Element inventories existing recreation opportunities, identifies future park sites, and establishes policies and standards for park and recreation facilities.

State law refers to, but does not define or rank, "objectives", "policies", "principles", "standards", "plan proposals" and "programs" in the general plan. The State of California, Office of Planning and Research, has issued the advisory State of California General Plan Guidelines, which (1) provide that the general plan shall address each issue through data and analysis, policy, and implementation measures, to the extent each applies to the jurisdiction, and (2) suggests definitions and ranking for the above terms.

In this document, the following definitions, adopted from the General Plan Guidelines, are used.

1. **General Policy**: A collective term describing those parts of the general plan that guide action, including goals, objectives, specific policies, principles, plan proposals, and standards in both the text and diagrams.
2. **Goals**: The ultimate purpose of an effort stated in a way that is general in nature and immeasurable.
3. **Objective**: A measurable goal.

4. Specific Policy: A specific statement guiding action and implying clear commitment.
5. Plan Proposal: An explanation of how specific policies apply to a particular area. Plan proposals can also take the forms of diagrams.
6. Standards: A specific, often quantified guidelines defining the relationship between two or more variables.
7. Principle: A assumption guiding plan proposals, standards, and implementations.
8. Implementation Measure: An action, program, procedure or technique that carries out the general policy.

Thus, the acquired data, including citizen input, input from the Planning Commission and City Council, and the analysis of that data, result in the derivation of the desired goals. Objectives are established, utilizing principals and standards (where appropriate), to accomplish the desired goals, and specific policies and plan proposals (where appropriate), are set forth to accomplish the objectives. All of the foregoing constitute the general policy. Where appropriate, implementation measures to carry out the general policy are established.

Each of the elements discussed above (except where other specific requirements are made by law, as, for example, the Housing Element) contains an introduction, and sets forth, for that element, the general policy and implementation measures, to the extent the issues under that element apply to Gustine. Specific parts of the general policy (i.e., goals, objectives, standards, etc.) may be combined under appropriate headings or may be omitted where unnecessary.

C. SUMMARY OF POPULATION AND AREA NEEDS FOR GUSTINE PLANNING AREA

1. Population Data

The City of Gustine has experienced at 4.0% annual growth rate historically since the City's incorporation in 1915. The one major exception was the 30% increase in the period from 1960 to 1964, as a result of the San Luis Project. During the seventies, the growth rate averaged 1.2%, and this rate is expected to continue throughout the time frame of this plan. The 1985 population estimate from the California Department of finance was 3,503, and the population is expected to increase to approximately 4,124 by the year 2000. Using this growth assumption, it is estimated that there will be a maximum need for approximately 100 acres of residential land during this time period.

II. GUSTINE PLANNING AREA

GUSTINE PLANNING AREA

The Gustine planning area is shown on the General Plan Map. The boundaries of the planning area are the same as the proposed Sphere of Influence (See Figure 2). None of the maps, in this text, delineate the 224 acres of City owned land which contains the wastewater treatment plant, and the Gustine Airport. For purposes of this Plan, it can always be assumed that this territory is included as part of the Gustine City limits.

EXISTING LAND USE BOUNDARIES

- GUSTINE CITY LIMITS
- GUSTINE SPHERE OF INFLUENCE
- GUSTINE S.U.D.P.



0 300 600
Scale in Feet

-5-

FIGURE 1

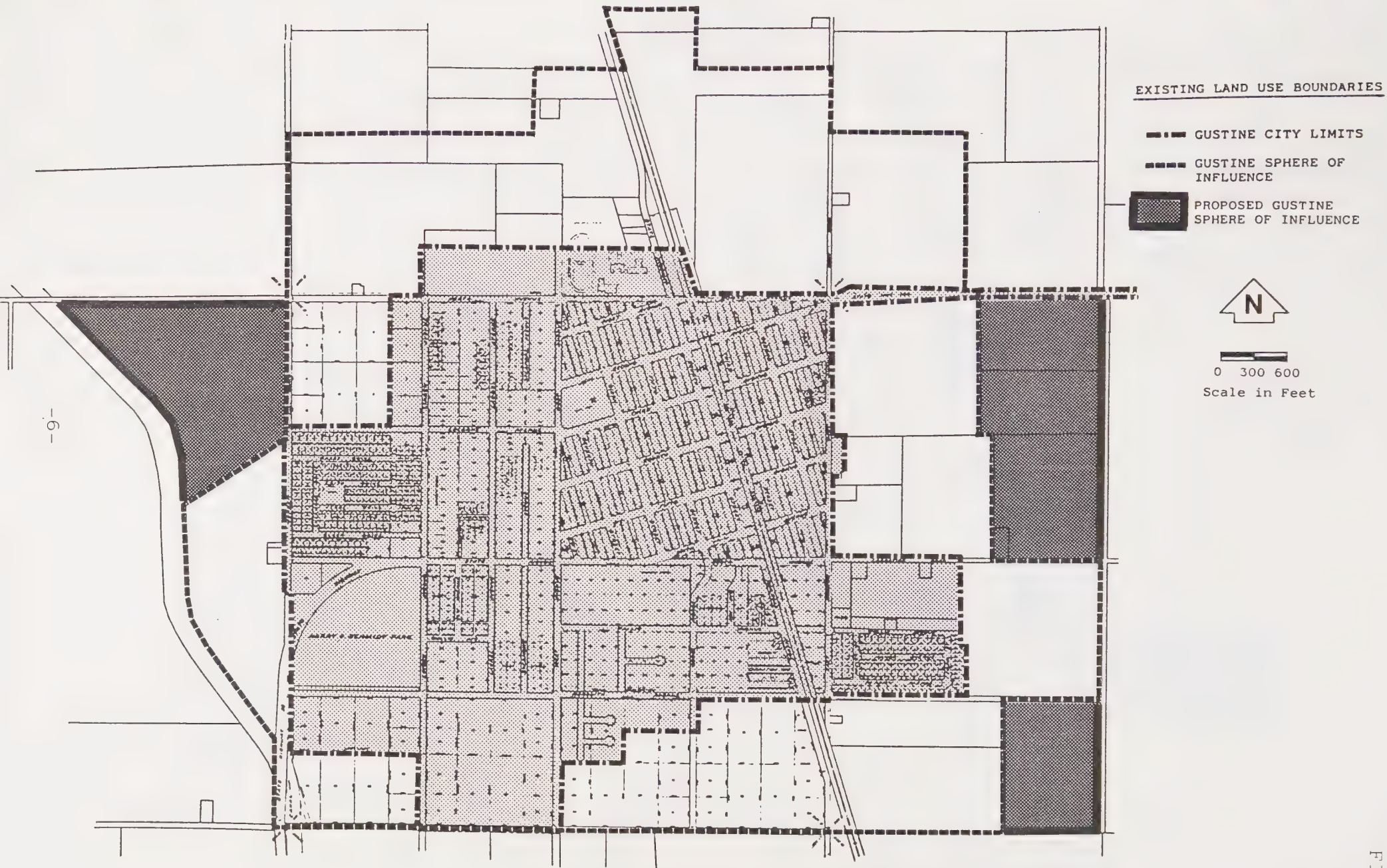


FIGURE 2

FIGURE 3

III. LAND USE ELEMENT

LAND USE ELEMENT

A. INTRODUCTION

1. Purpose & Goals

The primary purpose of the Land Use Element is to establish goals, standards, definitions, objectives, policy, and implementation measures for the residential, commercial, institutional and industrial land uses within the Gustine Planning Area. The Land Use Element also delineates areas that are appropriate for agricultural and recreational open space land use. Detailed objectives, standards, and policies for open space land uses is found in the Open Space, Conservation, and Recreation Element of the General Plan.

Development of the Land Use Element is based upon an identification of the location, relationship, extent and problems associated with existing land use, projections of the amounts of land required for urban expansion, and a synthesis of community needs and values. The Land Use Element, together with the Circulation and Transportation Element, sets forth the major development standards, and the desired future physical form of the community.

The overall goals of the Land Use Element are:

- To ensure that Gustine continues to be viable, identifiable, full-service community.
- To ensure that planning area lands are designated for suitable uses as determined by their location, natural characteristics, and related community goals.
- To designate locations for residential, commercial, industrial and institutional land uses in ways which minimize conflicts between incompatible uses (e.g. heavy industrial and residential uses), and protects the quality of residential neighborhoods.
- To promote a land use pattern which is directly coordinated with, and makes efficient use of existing and planned Gustine circulation and other infrastructure systems (sewer, water, drainage, police, fire, etc.)
- To promote a compact urban pattern for efficient use of land resources, efficient provision of municipal services, and protection of fringe area open space values.

- To phase Gustine urban expansion and associated infrastructure in a manner which minimizes community and environmental impacts.
- To establish land use policies which will promote the protection, improvement and expansion of the Gustine area economic base, and encourage a range of employment opportunities.
- To provide concrete predictable guidance for public and private investments that are related to land use within the planning area.
- To reflect the opportunities and constraints affecting land use identified in the other elements of the General Plan.

2. Existing Land Use

The corporate area of the City of Gustine comprises approximately 558 acres, with an addition 224 acres of city land at the airport and wastewater treatment facility. The City's major retail commercial area, the Central Business District, is situated mainly along Fifth Street in the old commercial core. Commercial land accounts for about 11% of the corporate area.

Nearly 66% of the City is devoted to residential purposes, with about 78% of the residential being single-family, detached dwelling units.

Industrial land accounts for over 9% of the corporate land area. The major industrial uses are Beatrice Cheese, Souza's Milk Transportation Company, Bettencourt Trucking, Carnation, Tipco Warehouse, Inc., Avoset Food Corporation, and Ted Peters Trucking, Inc. Industrial uses are concentrated east of the Southern Pacific Railroad tracks.

Within the city limits, there is approximately 60 acres of vacant or undeveloped residentially zoned land, 21 acres of vacant industrially zoned land, and a negligible amount of vacant commercial land.

The soils around the urban area are used for orchards, row crops, and pasture. The dominant parcel size, in the planning area, is around 40 acres.

3. Principles for Planning Purposes

- a. Single family residential development will continue to be the dominant residential land use. The costs of housing,

and the need to maximize public services will, however, dictate an increasing percentage of alternative housing types at higher densities.

- b. In order to provide for future residential development, land must be designated at appropriate locations, to provide a wide range of choices for residential development. Based on the year 2000 population projections, at least 100 acres will be required to accommodate growth.
- c. Because of the availability of sewer, water, and drainage facilities, major new residential growth should be concentrated in the area north of Sullivan Road and south of Meredith Avenue, between State Highway 33 and Hunt Road.
- d. The downtown commercial district will have to be supported, protected, and revitalized to remain a viable retail center.
- e. New industrial growth will be concentrated east of the Southern Pacific Railroad tracks, north and south of Highway 140.
- f. The preservation of agricultural land will continue to be important to the community.

B. LAND USE DEFINITIONS AND STANDARDS

1. Introduction

The following are definitions and standards for the land use classifications described in this Element. The zoning districts that are consistent with each land use classification are summarized in the Table for Zoning Consistency. Detailed standards for the development of each land use classification are contained in the zoning districts that are consistent with each classification. The standards and definitions contained in this section, including the Table for Zoning Consistency, provide the interpretations of the land use classifications in this General Plan and reflect City policy.

2. Residential Land Uses

- a. The Residential Estate District (RE) shall have a permissible density of 1 to 2 dwelling units per net acre (15,000 square feet per dwelling unit to a maximum of 2 dwelling units per acre), and is designed to provide living areas at the fringe of the City's corporate areas. This district combines certain advantages of both urban

and rural location by limiting development to very low density concentrations of one-family dwellings and allowing, subject to a use permit, limited farming operations.

Conventional and manufactured homes on permanent foundation are permitted outright, and second units by use permit.

Home occupations, public utility uses and buildings (excluding equipment yards, warehouses, or repair shops), churches, schools, parks, and playgrounds are permitted by use permit.

Residential Estate Districts are recommended for areas with limited access to existing or planned infrastructure. The area west of State Highway 33 and Jensen Road, and, to some extent, the area north of North Avenue are appropriate for very low density development.

- b. The Single Family Residential District shall have a permissible density of 1 to 6 dwelling units per net acre and is designed to provide living areas where development is limited to low density housing; to ensure adequate light, air privacy and open space for each dwelling; to provide space for community facilities needed to complement urban residential areas; and for churches, parks, schools, etc., which require a residential environment.

Conventional and manufactured homes on permanent foundations are permitted outright, and second units by use permit.

Home occupations, public utility uses and building (excluding equipment yards, warehouses, or repair shops), churches, schools, parks, and playgrounds are allowed by use permit.

The Single Family Residential Districts are recommended for the majority of the existing residential areas, and, in particular, for most of the prime residential land north of Sullivan Road, and south of Merredith Avenue, between the extension of Linden Avenue and Hunt Road. In addition, the expense of provide infrastructure for the residential areas, in the northwest corner of the planning area, may dictate that this area be considered for Single Family District designation.

- c. The Multiple Residential District shall have a permissible density of 1 to 23 dwelling units per net acre and is designed to provide living areas where a

compatible mixture of single and multiple family dwellings will provide a suitable environment for family living; to ensure adequate light, air, privacy and open space for each dwelling; to provide space for community facilities needed to complement urban residential areas and for institutions which require a residential environment.

Conventional homes, manufactured homes on permanent foundation, duplexes, and triplexes are allowed outright; and dwelling groups, apartment houses and second units are allowed by use permit.

Mobile home parks are permitted by combining district.

Multiple Family Residential Districts are recommended along major arterials, to serve as a buffer area between single family areas and commercial and industrial uses, and to encourage the redevelopment, at a higher density, of older deteriorating residential areas.

- d. The Residential- Professional District shall have a permissible density of 1 to 69 dwelling units per gross acre and is designed to provide residential areas which can accommodate a suitable mixture of more intensive land uses, including multiple family dwellings, hotels and motels, bars and restaurants, community facilities and offices, compatible with the surrounding area and consistent with the General Plan.

Conventional dwellings, manufactured homes on permanent foundation, duplexes, triplexes, dwelling groups, and apartment houses are allowed outright; and second units by use permit.

Professional offices and clinics; hotels, motels, rooming and boarding houses, lodges, and rest homes; and bars, restaurants, or coffee shops are allowed by use permit.

Residential Professional Districts are recommended to replace the "spot zones" south of First Avenue, and as a transitional area along Sixth Street.

It is recommended that the setback requirements be eliminated or modified for commercial uses.

It is recommended that the setback requirements be eliminated or modified for commercial uses.

3. Commercial Land Uses

- a. The Neighborhood Commercial District is designed to provide neighborhood shopping areas where retail business

or service establishments supply commodities or perform services to meet the daily needs of the residential neighborhood, but not to permit commercial uses which would be more appropriate in the Retail Business District and the General and Service Commercial District.

Limited Neighborhood Commercial Districts are recommended along State Highway 33, and at the corner of Sullivan Road and Hunt Road; to be implemented only when there is sufficient residential growth to require limited commercial services.

- b. The Retail Business District is designed to provide for a full range of retail services, including regional shopping centers, and professional and governmental offices; shall be limited to the central commercial core.
- c. The General and Service Commercial District is designed to provide areas for heavy commercial uses where a mixture of commercial and light industrial activities are appropriate. This zone permits commercial uses generally not appropriate to the central commercial core, in addition to retail stores and offices and is intended to provide for the continuance of established uses. It is recommended that the City Zoning Ordinance be amended to require that in C-2 Districts (General and Service Commercial Districts), C-1 District uses shall only be allowed by use permit. This would ensure that major retail uses are not allowed outright which would effectively compete with the central commercial core. In addition, it is recommended that the heavy uses, such as food processing, be allowed only by use permit.

The General and Service Commercial Districts are recommended, primarily east of the railroad tracks.

- d. The Highway Commercial District is designed to accommodate auto-oriented commerce, and the needs of highway travelers at locations of high automobile access.

It is recommended that the Highway Commercial Districts be limited to the corner of Meredith Avenue and State Highway 33.

4. Industrial Land Uses

- a. The Controlled Industrial District is designed for restricted non-intensive manufacturing and storage activities; and offices (administrative, executive, financial, and research), and laboratories by providing areas exclusively for such development subject to regulations necessary to insure the protection of adjoining uses.

The Controlled Industrial Districts are recommended to be limited to the area north of the extension of Sullivan Road, and east of the railroad tracks.

- b. The Manufacturing District is designed for the full range of manufacturing, processing, fabrication, and storage activities that are found not to create nuisances that extend beyond the boundaries of the general industrial area in which the source industry is located.

Manufacturing Districts are recommended generally where existing heavy industry is located, and north of State Highway 140, and east of State Highway 33.

5. Public Land Uses

- a. Public land means land designated for schools, public utilities, parks, wastewater treatment plants, airports, and similar uses.

6. Open Space Land Uses

- a. Agricultural Open Space means land designated exclusively for the production of crops and livestock.
- b. Recreational Open Space means land designated for outdoor recreational purposes.

TABLE FOR ZONING CONSISTENCY

<u>Land Use Classification</u>	<u>Consistent Zoning</u>
RESIDENTIAL	
Residential Estate	R-E
Single Family Residential	R-1
Multiple Residential	R-3, M-T**
Residential-Professional	R-4
Planned Community	P-C
COMMERCIAL	
Neighborhood	C-N
Retail Business	C-1
General and Service	C-2
Highway	C-H, M-T*
Planned Community	P-C
INDUSTRIAL	
Controlled Industrial	I, P-C*
Manufacturing	M
Planned Community	P-C
COMBINING DISTRICTS	
Mobile Home Park*	R-3, C-H
PUBLIC	
Airport	M
Sewer Treatment Plant	M
Public Utilities	All zones, subject to the limitations stated in the Gustine Zoning Ordinance
Churches, Schools, parks, and playgrounds	RE, R-1**

*Requires zone change application

**Requires use permit

All uses are delineated in the City of Gustine Zoning Ordinance which defines specific uses permitted either outright or under specified conditions.

C. OVERALL OBJECTIVES FOR LAND USE

The overall objectives of the City for land use planning are as follows:

1. To locate all urban development within the City.
2. To encourage a concentrated and balanced land use pattern meeting the needs of the residents and economy of the planning area.
3. To emphasize the infilling of vacant land within and revitalization of the existing City.
4. To manage the location, extent and timing of urban growth within the planning area so that it will be compatible with the economy, natural resources of the area, and the urban service capabilities of the City.
5. To conserve agricultural land to the maximum practical extent that is commensurate with the orderly growth and development of the City.
6. To coordinate with Merced County and Local Agency Formation Commission in planning for and regulating the use of land in unincorporated portions of the planning area.
7. To maintain consistency between zoning and the General Plan.

D. SPECIFIC POLICIES FOR OVERALL LAND USE

1. Specific Policies for Determining and Maintaining Consistency Between the General Plan and the Zoning and Subdivision Ordinances.

a. General

- (i) The City will only approve amendments to the Zoning Ordinance, conditional use permits, variances, and subdivisions of land, together with the provisions for their design and improvement, that are consistent with the Gustine General Plan.
- (ii) Upon adoption of the General Plan or upon adoption of any subsequent amendment to it, the City will undertake any amendments to the Zoning or Subdivision Ordinances that are necessary in order to maintain consistency between them and the Plan.

- (iii) Consistency between the texts of the Zoning Ordinance and Subdivision Ordinance and the General Plan will be determined by evaluating whether or not the ordinances further the objectives and policies of the General Plan and conform with the definitions and standards established in the Plan.

b. Consistency Between the Zoning of Land and the General Plan

The standards and definitions specified in Section B and on the Table for Zoning Consistency will be used to determine the zoning that is consistent with the land use classifications of this plan. The following plan proposals apply:

- (i) Zoning is consistent with the General Plan when the permitted uses and the property development standards of a zoning district are compatible with the objectives and policies of the General Plan.
- (ii) Zoning is inconsistent with the General Plan when the zoning will permit uses or property development standards that conflict with and deter the attainment of the objectives and policies of this plan. In these cases, the City will initiate the rezoning that is necessary in order to achieve consistency with the General Plan.

c. Consistency of Subdivisions with the General Plan

A subdivision is consistent with the General Plan when the following conditions are met:

- (i) The existing or proposed zoning of the property to be subdivided is consistent with the General Plan.
- (ii) The subdivision conforms to the Specific Policies for Urban Growth Management.
- (iii) The design and improvements of the subdivision are consistent with all applicable provisions of the Gustine General Plan, the City's Zoning and Subdivision Ordinances, and the City's Improvement Standards.

2. Specific Policies for Urban Growth Management

a. Purpose

The Specific Policies for Urban Growth Management are designed to provide the City with a tool for managing the location, timing, and extent of urban growth within the planning area in a manner that will ensure that the growth can be provided with adequate urban services while not reducing the level or increasing the cost of such services to existing development in the City.

b. Unincorporated Land within the Specific Urban Development Boundary

This planning area is designated the Specific Urban Development Plan boundary (See Figure 1), and was formed for the purpose of protecting land designated for urban development within the unincorporated portions of the planning area from inappropriate or premature development. There does not seem to be any short term need to expand the present S.U.D.P. boundaries. In accordance with the resolutions approved in 1980 by the Gustine City Council and the Merced County Board of Supervisors, and the Merced County General Plan Land Use and Agricultural Elements, the City will request that, within the S.U.D.P designated areas, Merced County:

- (i) Continue to recognize that all urban development shall occur within the City, and adopt the City's Revised General Plan, particularly the Land Use Element, by reference.
- (ii) Continue to protect unincorporated land designated for urban development from premature or inappropriate development which would conflict with future urban use.
- (iii) Continue to refer all of the following applications and permits to the City for review and possible annexation: general plan amendments; zone change amendments; conditional use permits; building permits for commercial and industrial structures; and subdivisions proposing lots of less than twenty acres.
- (iv) Continue to coordinate all major additions or revisions to streets, roads or circulation plans to facilitate a cooperative effort in the development of a well-planned circulation system.

c. Unincorporated Land within the Proposed Sphere of Influence

This planning area is outside the S.U.D.P. , but within the Sphere of Influence, and is also referred to as the "City of Gustine Area of Interest" in the joint City-County Resolution. When appropriate, the City should petition the Merced County Local Agency Formation Commission to expand the Sphere of Influence boundaries to include all of the area to Kniebes Road between Sullivan Road and Highway 140, and the area from Jensen Road east to the canal, and south of Fentem Road. The expansion to Kniebes Road represents the City's strong commitment to, eventually, promote the upgrading and extension of Sullivan Road and Kniebes Road as a major truck route around the City. In addition, the area can be, in the long term, easily served by extensions of the existing infrastructure. The area west of the City will be very difficult to service, and does not represent a high priority area for eventual City expansion. The canal does, however, represent a natural boundary for City growth. The existing Sphere of Influence line represents a property line, and not a long term land feature. It is conceivable that areas to the north of the existing line will develop along with the area already included in the Sphere of Influence. The Sphere should be extended to Fentem Road to represent a manageable and indentifiable boundary.

Although LAFCO has jurisdiction over annexations, the County of Merced has primary responsibility for the management of unincorporated land outside of the S.U.D.P., but within the Sphere of Influence. Again, in keeping with the joint City-County Resolution, and the Merced County Land Use and Agricultural Elements, the City encourages the County to continue to emphasize the preservation of productive or potentially productive agricultural land.

d. Conditions for Evaluating Urban Development Proposals

The City will consider proposals for urban development to be consistent with the Policies for Urban Growth Management if all of the following conditions are met:

- (i) The property is annexed to the City, or currently within the City limits.
- (ii) The proposed type of development is consistent with the General Plan Map's land use classification for the land on which the development is proposed.
- (iii) The proposed development can be served by the City water system, wastewater collection and treatment system, and drainage system, without

requiring system improvements beyond those which the developer will consent to provide.

- (iv) The proposed development can be provided fire and police protection according to standards established by the City Council for the local fire and police departments.
- (v) The proposed development can be served by the City's major street system without substantially altering existing traffic patterns or overloading the street system, and without requiring improvements to the street system beyond those which the developer will consent to provide.
- (vi) The development can be provided with adequate park and recreation facilities without requiring improvements to existing facilities or new facilities beyond those which the developer will consent to provide.
- (vii) The local school districts can accommodate any children expected to inhabit a proposed development in accordance with established classroom or facilities standards of the districts.

3. Specific Policies for Interpretation of Land Use Classification Boundaries

a. General

The intent of the General Plan is for the boundaries between land use classifications to, where possible, fall at easily identifiable locations - i.e., streets, alleys, section lines, property lines or other distinguishable natural or man-made features. The boundaries for the land use classifications shown on the map will be defined as precise limits when they follow the subject locations.

IMPLEMENTATION MEASURES

1. The City's guidelines for complying with the California Environmental Quality Act will be revised to accommodate changes in the law, the State Guidelines, and the City policy.
2. A written policy and procedure for reviewing the general plan will be adopted. The policy will provide for: (a) a city initiated review of the general plan at least every five years; and (b) a timetable for processing citizen-initiated general plan amendments. Each Element can only be amended four times each year.

3. The City will formally ask the Local Agency Formation Commission to adopt a Sphere of Influence boundary identical to the boundary defined on the Revised General Plan Land Use Map.
 4. The City will formally ask the Merced County Board of Supervisors to adopt the City of Gustine Revised General Plan by reference. By this action, the City and County land use designations in the unincorporated area within the City's proposed Sphere of Influence will be consistent.
 5. The City will adopt the Merced County Agricultural Element by reference to ensure a common procedural basis for amending the S.U.D.P. boundaries.
 6. The City will initiate the rezonings necessary to ensure the General Plan is consistent with the zoning ordinance.
 7. The City will maintain zoning consistent with the General Plan, and resist efforts to rezone on a lot by lot basis, or "spot zoning".
- E. Objectives and Specific Policies for Residential Land Use
1. Objectives for Residential Land Use
 - a. To provide attractive residential neighborhoods free from excessive noise, odors, hazards dirt and other nuisances resulting from heavy vehicular traffic and/or incompatible land uses.
 - b. To encourage infilling and rehabilitation of existing, appropriately located residential areas.
 - c. To provide appropriate locations for new residential development.
 - d. To encourage the development of a variety of compatible house types within existing and new residential areas that will satisfy the diverse needs of the community.
 - e. To encourage innovative, quality design in the redevelopment or infilling of existing residential areas and in the development of new residential areas.
 - f. To plan for residential land use in a manner that is consistent with and supportive of the goals and objectives of the Gustine General Plan Housing Element.

2. Specific Policies for Residential Land Use

a. Overall

- (i) Land within the planning area that may be developed with residential land uses is delineated on the General Plan Map.
- (ii) The priority for major residential expansion shall be north of Sullivan Road, between Hunt Road and the extension of Linden Avenue.

b. Residential Planned Community Districts

Residential planned unit developments may be consistent within areas designated for residential development if they conform with the following principles and conditions:

- (i) The minimum site area shall not be less than five (5) acres.
- (ii) Residential planned community developments may include any combination of single family dwellings, two family dwellings and multiple family dwellings. Single family dwelling units may include attached units, such as zero-lot-line, patio homes, and/or commonwall structures.
- (iii) Residential planned unit developments shall require the submission of a general plan, and a specific plan. The general plan shall include the following:
 - The present and proposed land use;
 - The present and proposed streets;
 - The present and proposed topography;
 - The present and proposed ground cover;
 - The present and proposed utilities;
 - The present and proposed public service;
 - The present and proposed economic analysis.

Upon City Council approval, the specific plan shall include:

- Grading plans;
- Landscaping plans;
- Plans for utilities and public improvements
- Sample building elevations and information showing how buildings and roads will be fitted to their respective sites with a minimum of grading;
- Proposals relative to land use, parking, building heights, and building site areas.

- (iv) Zoning district property development standards may be modified or waived where it is determined that such modification or waiver will produce a more functional, enduring and desirable residential environment, and no adverse impact to adjacent properties will result therefrom.
- (v) Common open space and recreation areas shall be provided within the development. The open space shall be designed and located to be easily accessible to all residents of the development, shall be usable for open space and recreational purposes, and shall be free of buildings, streets, driveways or parking areas.
- (vi) The developer shall provide for perpetual maintenance of all common land and facilities, including common open space and recreational land, through means acceptable to the City.
- (vii) Conservation of natural site features such as topography, vegetation, and water courses shall be considered in the project design.
- (viii) Streets serving the development must be adequate to accommodate the traffic generated by the development.
- (ix) Off-street parking facilities shall provide parking sufficient for residents of the development and their guests and shall be integrated into the development to minimize exposure and impact on neighboring development.

c. Mobile Home Parks

The Mobile Home Park Combining District (T) provides an exclusive district designation that can be applied to land for mobile home use, and to establish rules and regulations by which the City may regulate standards of lot, yard, park area, landscaping, walls, enclosures, signs, access and parking. The District can be combined with the Multiple Residential District (R-3), with a minimum four (4) acre site and not more than twelve (12) spaces per acre; and the Highway Commercial District (C-H), with a minimum three (3) acres site and not more than fifteen (15) space per acre.

F. Objectives and Specific Policies for Commercial Land Use

1. Objectives for Commercial Land Use

- a. To encourage the provision of a full range of commercial goods and services within the City.
- b. To maintain, enhance, and redevelop the central business district as the major retail shopping and office center for the planning area.
- c. To provide appropriate limited locations for neighborhood commercial development.
- d. To encourage the infilling, parcel assemblage, and physical enhancement of existing commercial areas and to provide appropriate locations for commercial development, particularly on Fourth Street between North and South Avenues, and the identified "entry areas" to the downtown.
- e. To encourage the City Chamber of Commerce and similar organizations in the active promotion of the downtown.
- f. To provide adequate off-street parking for commercial uses.

2. Specific Policies for Commercial Land Use

a. Overall

- (i) Land within the planning area that may be developed with commercial land uses is delineated on the General Plan Map.

b. Commercial Design

- (i) Landscaping will be required with commercial development.
- (ii) Visual screening of equipment and supplies that are stored outdoors will be required with commercial development.
- (iii) The number, location, size, and design of signs will be regulated to ensure that they do not detract from the appearance of commercial areas.

c. Retail Business District

- (i) The central retail business district will be maintained as the only major retail commercial and office center for the city.

IMPLEMENTATION MEASURE

The City, in coordination with downtown merchants and property owners, could develop a specific plan for the central retail business district. As a starting point, the City should review the "Analysis and Recommendations for the Downtown Study Area" included as Appendix A to this Land Use Element. The purpose of the specific plan would be to provide detailed guidelines and implementation measures for the physical and economic enhancement of the district. The plan could include:

- The upgrading of the quality of Fourth Street between North and South Avenues, including a master landscape plan.
- Locating and improving of entry points to the downtown with downtown identification signing and landscaping.
- The renovation and redevelopment of the Foremost site as possible retail commercial space and parking.
- Encourage pedestrian level signs along Fifth Street.
- A promotional campaign for the downtown.

d. Neighborhood Commercial Centers

- (i) Limited Neighborhood Commercial uses will be developed at locations that are convenient to existing or planned population centers within the planning area. The location, identified on the Land Use Element Map north of Sullivan Road, is approximate, to be implemented only when there is sufficient residential growth to require limited commercial services.

e. General and Service Commercial Centers

- (i) General and Service Commercial District will serve as a transition zone between commercial and light industrial uses. The current C-2 zone should be amended to require a use permit for heavier uses, such as food processing, and all retail uses which could shift the retail focus from the commercial core.

G. Objectives and Specific Policies for Industrial Land Use

1. Objectives for Industrial Land Use

- a. To encourage the development of environmentally responsible industries within the City in order to expand and diversify the economic base of the community.
- b. To provide planned sites for industry, where adequate public water and sewer services are available or can readily be extended; primarily, on the east side of the railroad tracks, north and south of Highway 140.
- c. To minimize land use and circulation conflicts between industrial uses and other types of land uses and traffic.
- d. To maintain current sewer allocation earmarked for industrial users.
- e. To consider the airport and the sewer treatment plant to be heavy industrial uses permitted outright in Manufacturing (M) Districts. Even though the land in question is totally owned by the City, care should be taken to comply with the Airport Land Use Commission Plan, and the City's ordinance restricting building heights and encroachments near the airport.

2. Specific Policies for Industrial Land Use

a. General

- (i) Land within the planning area that may be developed with industrial uses is delineated on the General Plan Map.
- (ii) Visual screening of equipment and supplies that are stored outdoors will be required with industrial development.
- (iii) The number, location, size, and design of signs will be regulated to ensure that they do not detract from the appearance of industrial areas.
- (iv) Off-street parking will be required for industrial development.
- (v) Site plan review could be required for industrial development.

b. Industrial Recruitment Policies

- (i) The City will work closely with industries interested in locating in Gustine to find appropriate sites for the industries and to obtain necessary governmental approvals for the development and operation of the industries.

IMPLEMENTATION MEASURES

The City should consider initiating steps to:

1. Develop an industrial recruitment plan. Target industries to be recruited and survey to determine inducements required. Prepare programs to implement inducements.
2. Create an organizational structure of local businessmen and City officials which meet periodically and are available to review and carry out industrial marketing tasks.
3. Develop strong cooperative relationships with neighboring city chambers of commerce to assist each other in marketing.
4. When a Capital Improvement Plan is prepared, prepare elements that address costs and responsibilities for correcting infrastructure deficiencies in potential industrial areas.
5. Identify priority area for designation and design as an industrial subdivision. Work with property owners in planned industrial area to determine feasibility of sale or conversion to industrial sites. Consider creating a Local Development Corporation or a Redevelopment Agency to acquire property for sale to new industry or expansion of existing industry.
6. Seek assistance from State or Federal agencies for loans or grants to assist development, where an analysis of a proposed new industry or expansion of an existing business indicates such development is feasible and in the public interest.

H. Objectives and Specific Policies for Public Facilities

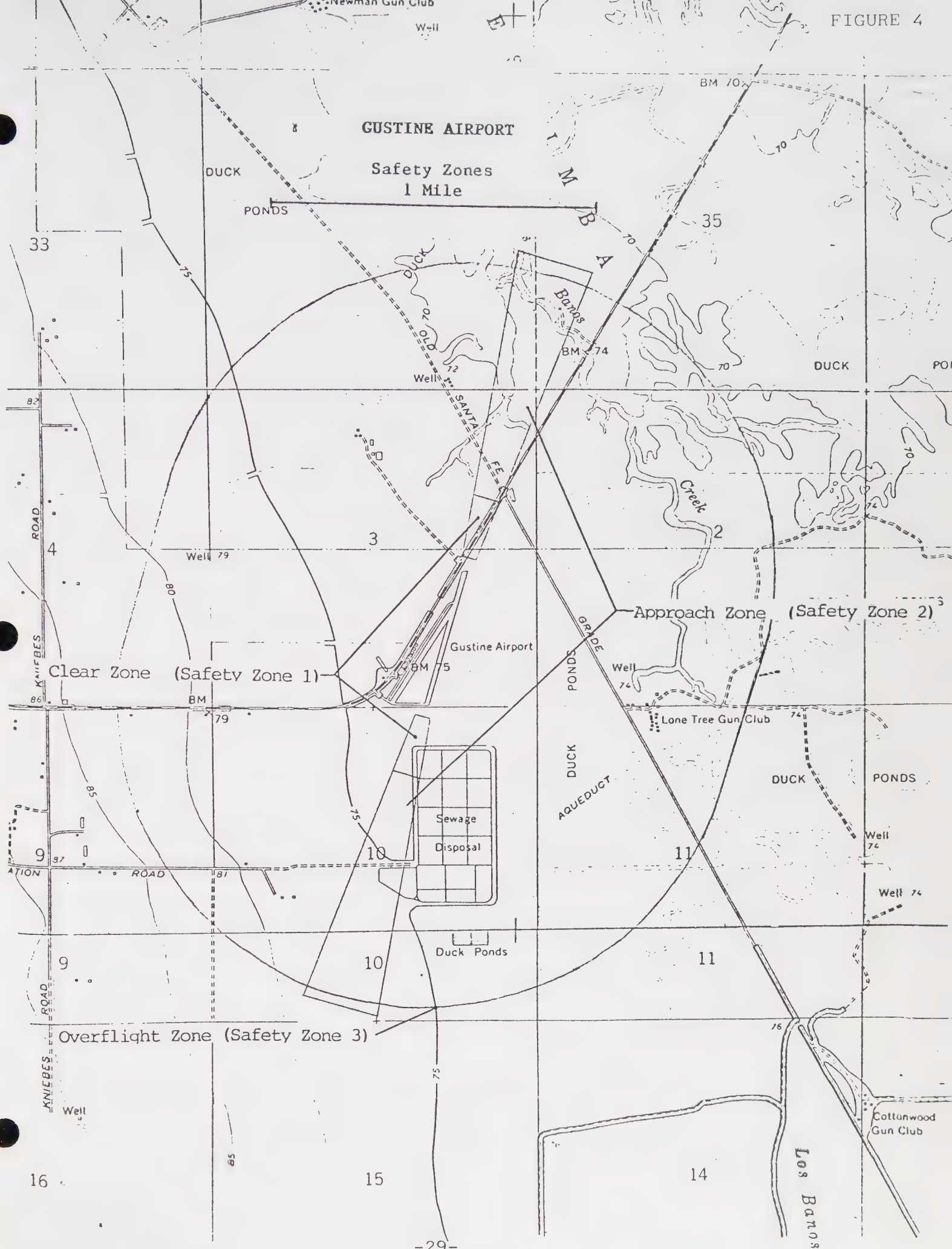
1. Objectives for Public Facilities

- a. To maintain the public facilities necessary to support the overall objectives of land use.

2. Specific Policies for Public Facilities

- a. The City will maintain sewer system, water system, and storm drainage system plans for existing and planned growth areas. The City will pursue state and federal funding, require fees from new developments, and consider assessment districts, etc., to eliminate any deficiencies in the City's infrastructure.
- b. The City will continue to support the concept of jointly managing solid waste disposal by endorsing and assisting in the implementation of the Merced County Solid Waste Management Plan.

- c. The City will continue the practice of requiring new development to dedicate land and/or pay prescribed fees to maintain and enhance recreation opportunities.
- d. If and when it becomes necessary, the City will consider requiring new development to dedicate land and/or pay prescribed fees to the Gustine Unified School District.



PROPOSED GENERAL PLAN MAP

LEGEND:

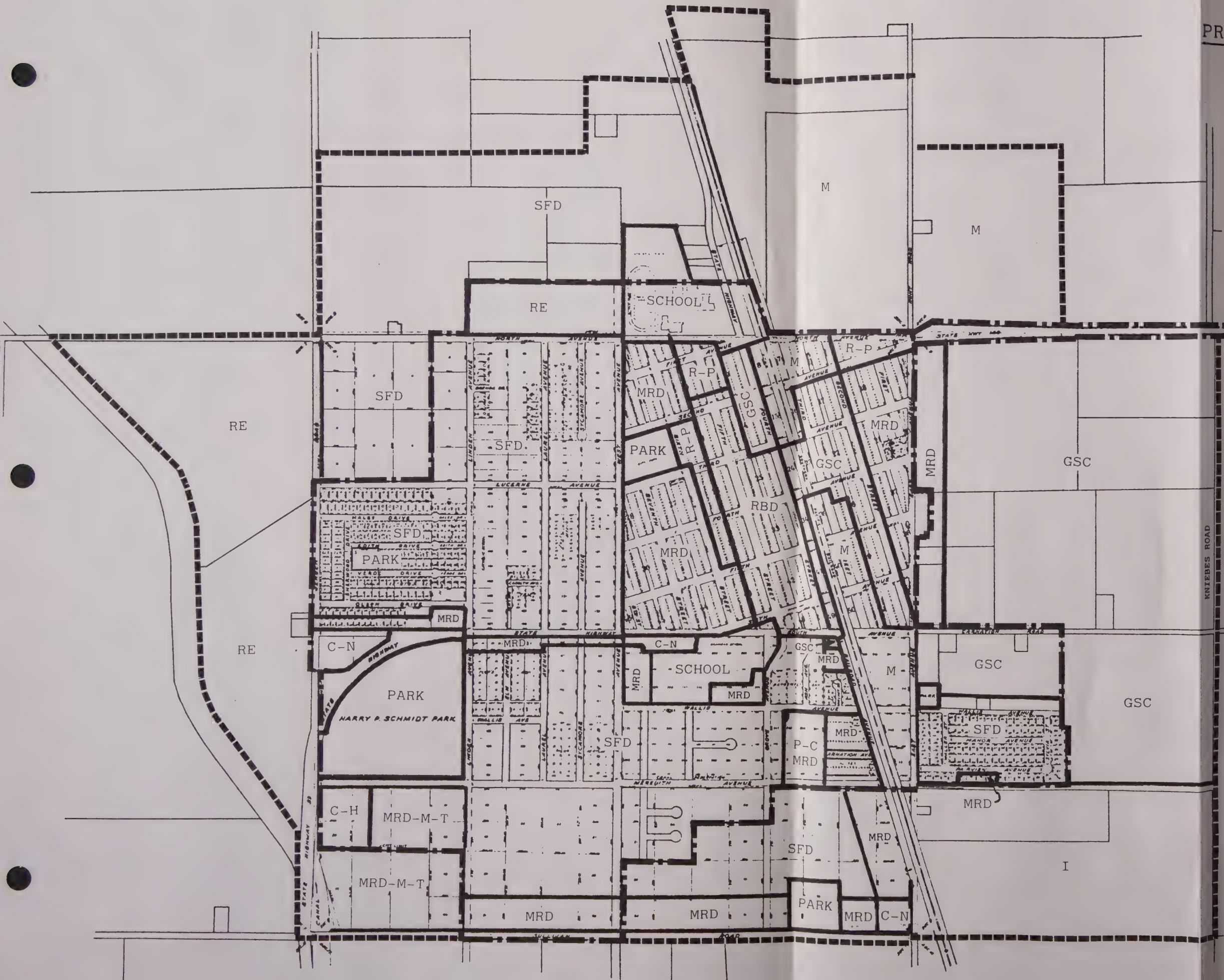
- A-R -Exclusive Agricultural and Recreation District (A-R)
- RE -Residential Estate District (R-E)
- SFD -Single Family Residential District (R-1)
- MRD -Multiple Residential District (R-3)
- R-P -Residential-Professional District (R-P)
- C-N -Neighborhood Commercial District (C-N)
- RBD -Retail Business District (C-1)
- GSC -General and Service Commercial District (C-2)
- C-H -Highway Commercial District (C-H)
- M -Manufacturing District
- I -Controlled Industrial District (I)
- P-C -Planned Community District (P-C)
- M-T -Mobile Home Park Combining District (T)

— GUSTINE CITY LIMITS

--- PROPOSED GUSTINE SPHERE OF INFLUENCE



0 300 600
Scale in Feet



APPENDIX III A

Analysis and Recommendations
for Downtown Study Area

The Downtown Study Area is bounded by North Avenue, the Southern Pacific Railroad right of way, South Avenue, and Sixth Street. It represents the core of the existing downtown businesses and adjoining transition uses (see map).

The intent of the downtown study was to evaluate the functional and aesthetic characteristics of the downtown commercial zones in order to recommend changes to maintain and improve business activity.

Gustine functions as a local center for shopping, but it does not capture a regional market. Per capita sales tax income for the city suggests that large purchases (furniture, automobiles, appliances) are being made in other cities such as Modesto, Merced, or Los Banos. This is a disadvantage because of low sales tax revenue to the city, but it is also an advantage.

Gustine has not been hit with the highway and urban sprawl that has impacted the previously mentioned cities. Downtown Gustine, mainly along Fifth Street, is compact, attractive, and offers individualized service.

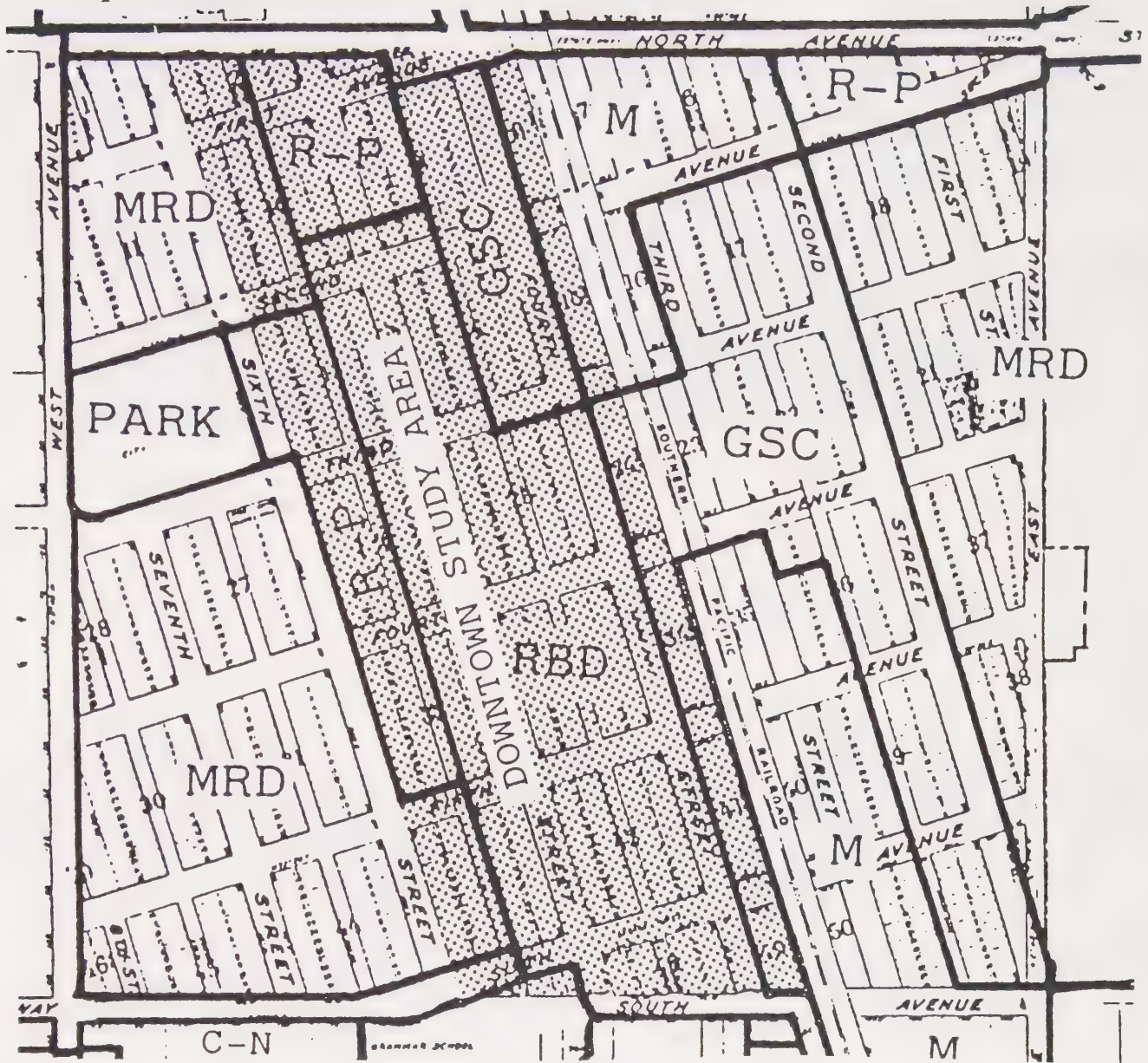
It is a goal for the city to protect the downtown business core and to encourage major commercial uses to locate in the downtown area. Although the population and growth rate of Gustine is too low to attract a major discount center, drug store, or grocery chain at this time, this can change rapidly. Gustine has a location and an elegant small town quality that may attract new industry -- or residents from newly located industries in nearby towns.

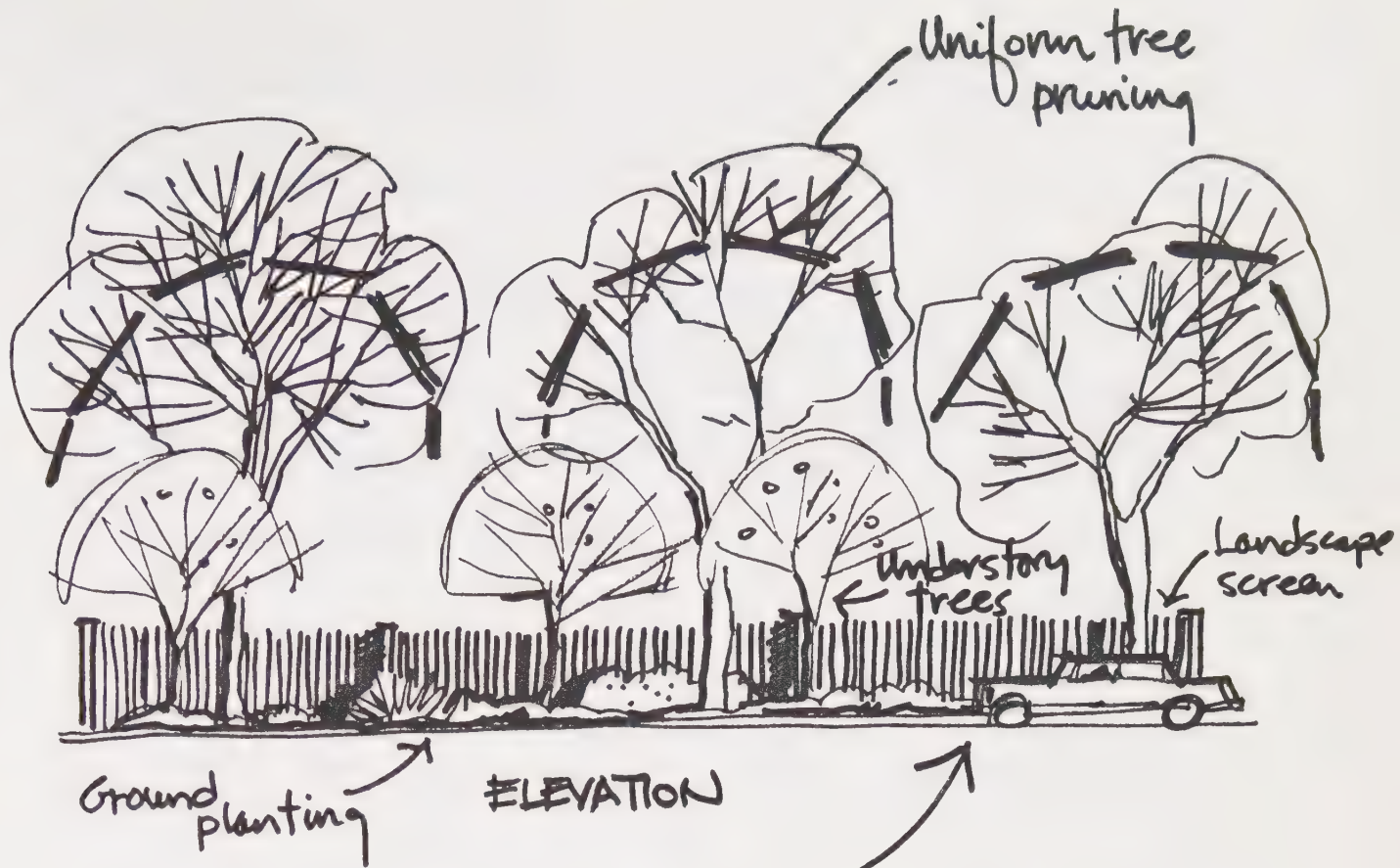
Gustine has many pluses: attractive and diverse residential neighborhoods; a distinct urban edge in the surrounding countryside; a huge, well groomed park and lake at a key entry; and, a broad, tree-shaded main commercial street.

But, to the passer-through not familiar with Gustine, it can appear that Gustine has no downtown. Or that the downtown district has an industrial or heavy commercial appearance. The dominant impression for pass-through traffic comes from the appearance of South Avenue and Fourth Street. Main Street downtown, Fifth Street, can be missed altogether. The resulting impression, along Fourth Street, is of metal buildings, highway services and barren landscapes.

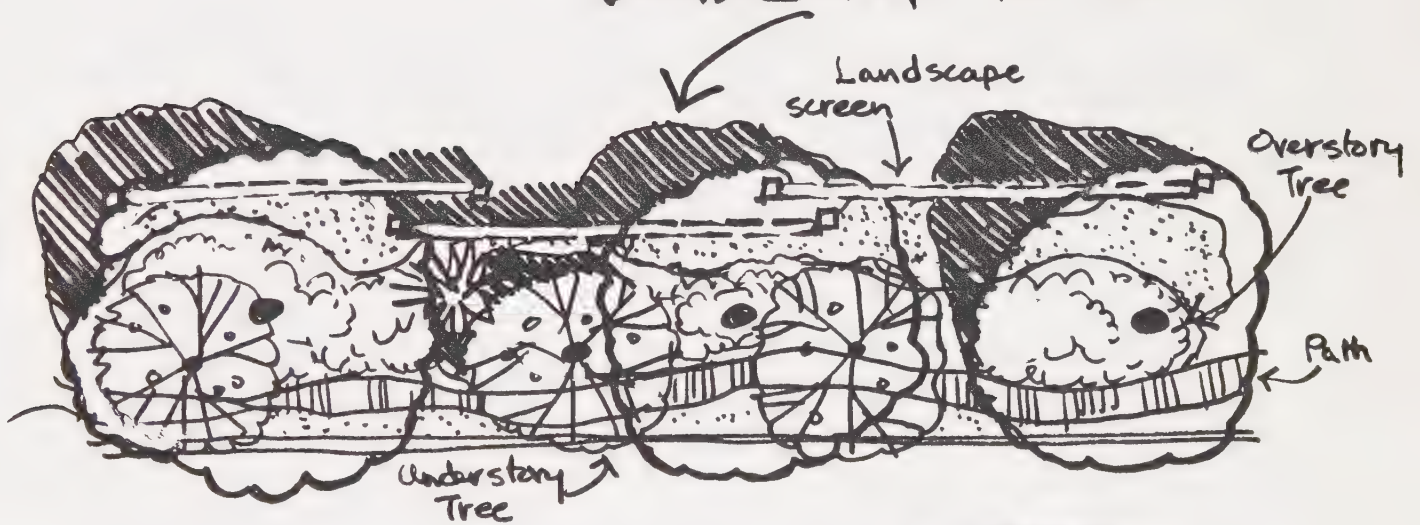
Downtown Gustine lacks well defined entries. It lacks parking "plazas" that could pull people in off of Fourth Street. The quality of Fourth Street between North and South Avenues detracts from the quality of Fifth Street. The empty Foremost buildings are a blight on the downtown, and their heavy commercial use conflicts with downtown retail character.

DOWNTOWN STUDY AREA





LANDSCAPE EDGE



FOURTH STREET



PLAN

The design theme and materials for each should match. An illustration for each site is on the following page.

3. Renovation and redevelop Foremost site as retail commercial space with parking.

The Foremost building on First Avenue is at a strategic entry to Gustine. Every effort should be made to encourage and help this site become retail commercial space. It is a prime spot for an aesthetically pleasing building design. It may be possible to use the existing structure to help create a dramatic commercial space. Both blocks occupied by the Foremost buildings are obvious locations for future downtown commercial activity.

4. Encourage pedestrian level signs along Fifth Street.

Many businesses along Fifth Street lack signs that identify them for shoppers walking past the stores. Signs above the first story are either blocked by the existing trees, or by overhanging canopies. Sign guidelines for Fifth Street could encourage the location of well designed signs at a pedestrian eye-level. These guidelines could also be translated into a sign ordinance to help accomplish a desired design theme.

A creative, uniform sign theme for downtown Gustine would add to and reinforce its attractive shopping character.

5. Actively promote downtown Gustine.

A coordinated promotion campaign for the downtown would help increase revenues to the individual stores and to the City. It is important to keep the market area thinking about downtown. Also, opinions should be actively sought of customers about the quality of goods and services and the attractiveness of prices in downtown.

Are there businesses that should be attracted to the downtown? Are shoppers' needs being satisfied? Existing business people can help assess the need for new businesses and help them locate in downtown. In this way, downtown Gustine will continue to be the center of commercial activity for Gustine.

The following actions are recommended to maintain and improve the function and aesthetics of downtown Gustine:

1. Upgrade the quality of Fourth Street between North and South Avenues.

Street trees exist along Fourth Street, but their effect is lessened because vacant space behind them and because of poor pruning. A distinct landscape edge should be created along Fourth Street. The trees should receive proper, uniform pruning. Landscape screens, in the form of fences or plants, should be used to control the background behind the trees on the easterly side. Additional planting should be added to appeal to the eye and emphasize the canopy effect of the trees. Concept sketches are shown on the following page.

Can a rest stop be provided along Fourth Street on the railroad side? A landscaped pull-off would encourage pass-through traffic to stop and look around. This could have trash receptacles and picnic shelters. This type of site could have two functions for downtown. It says, "Welcome, Thank you for coming to Gustine. Stay awhile." It also could be located across from a parking lot that would run directly into downtown Fifth Street. This concept is illustrated on the following page.

Businesses on both sides of Fourth Street should be encouraged to participate in its improvements. Walks can be added, along with landscaping as part of site plan and conditional use permit processes when new businesses come in. A master landscape plan should be prepared for the street so that required and voluntary efforts will conform to it.

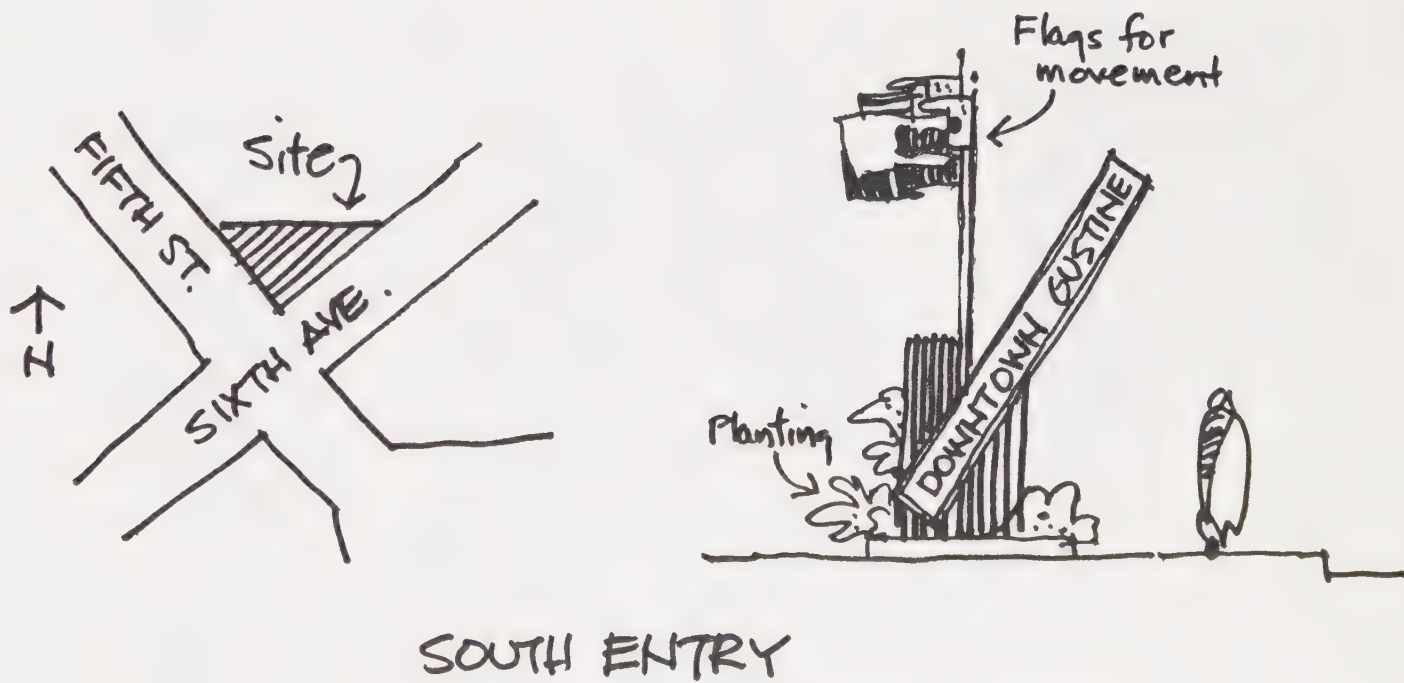
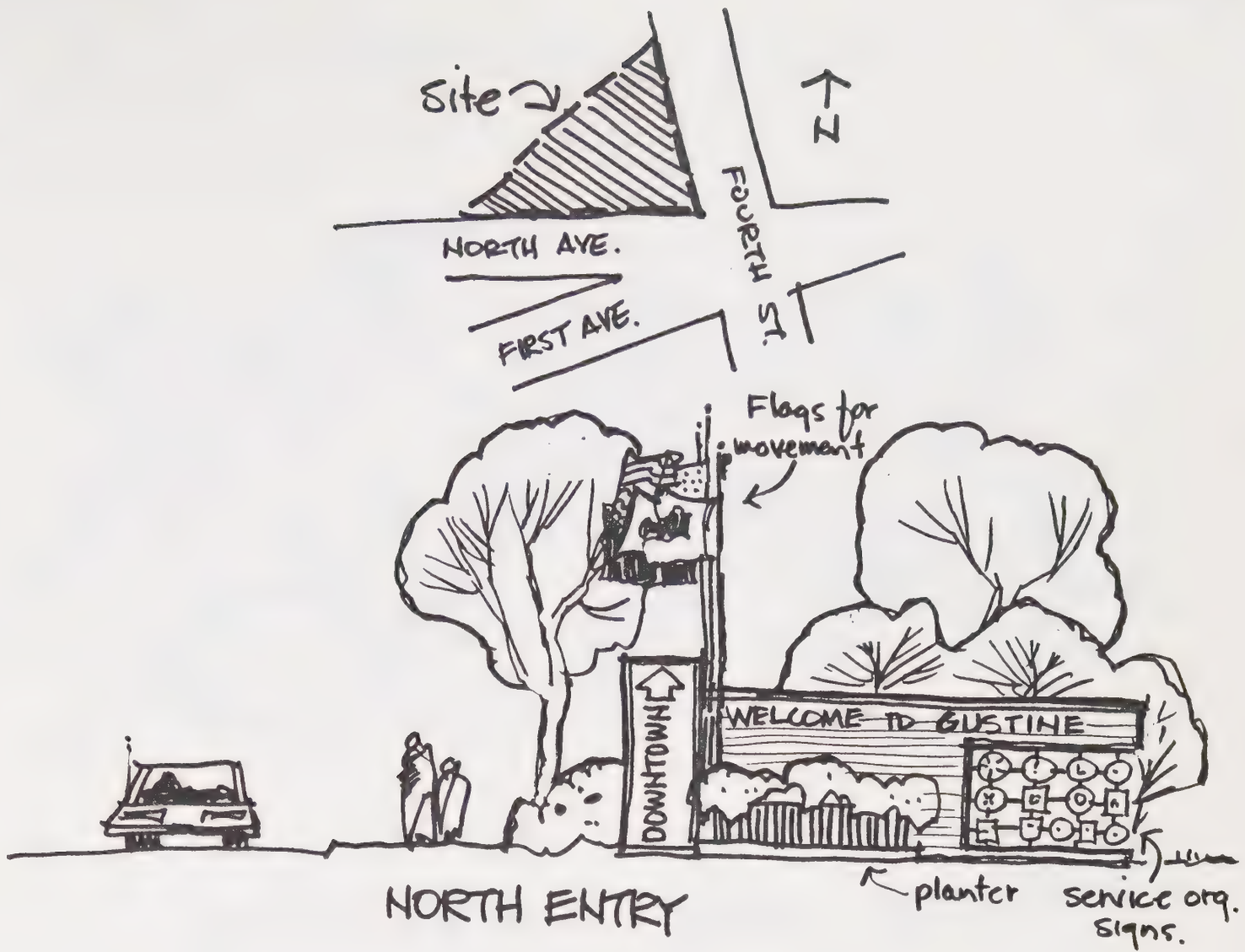
Finally, as much as possible, downtown commercial uses, rather than heavy commercial, should be encouraged to locate along Fourth Street.

2. Locate entry points to downtown and provide identification.

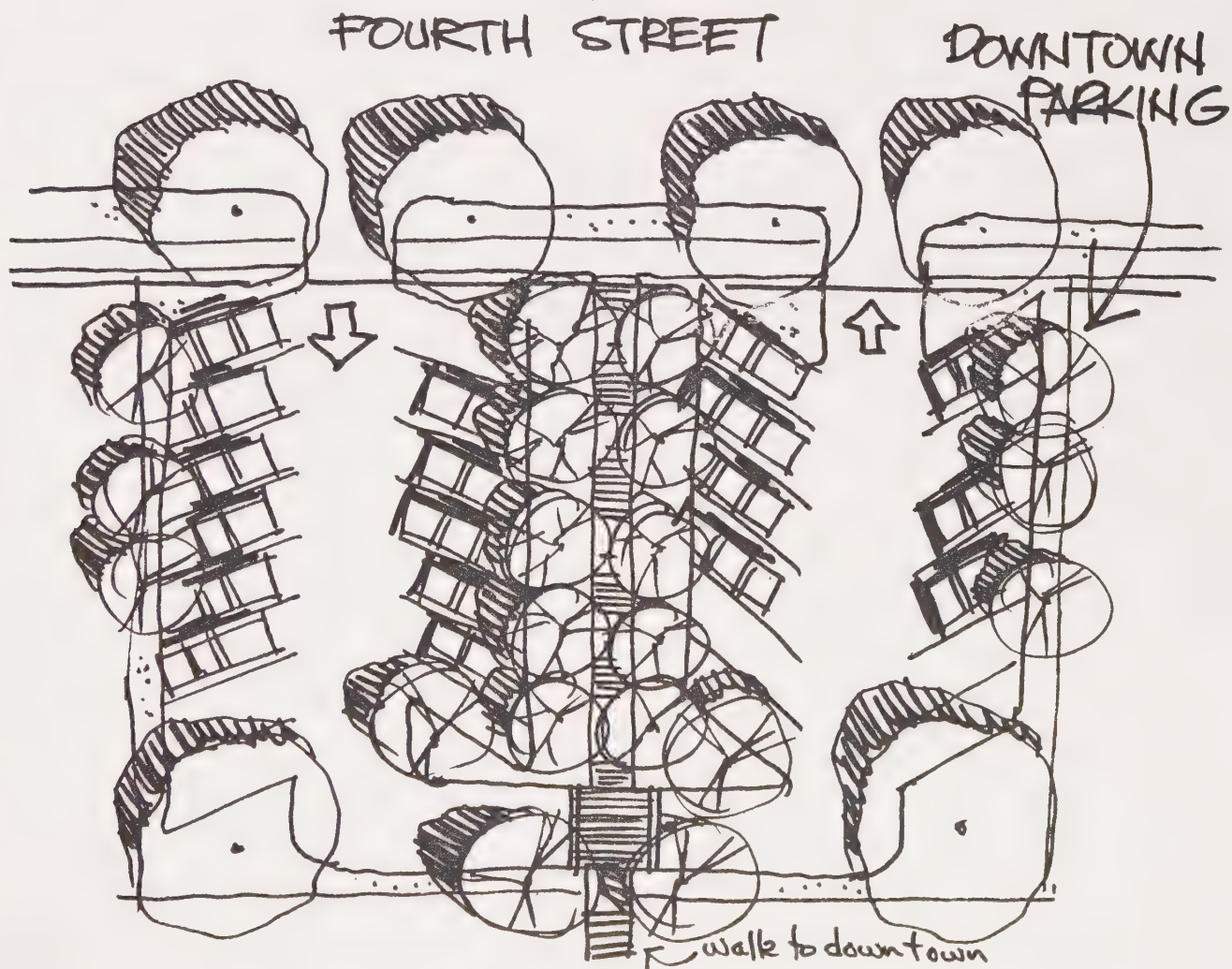
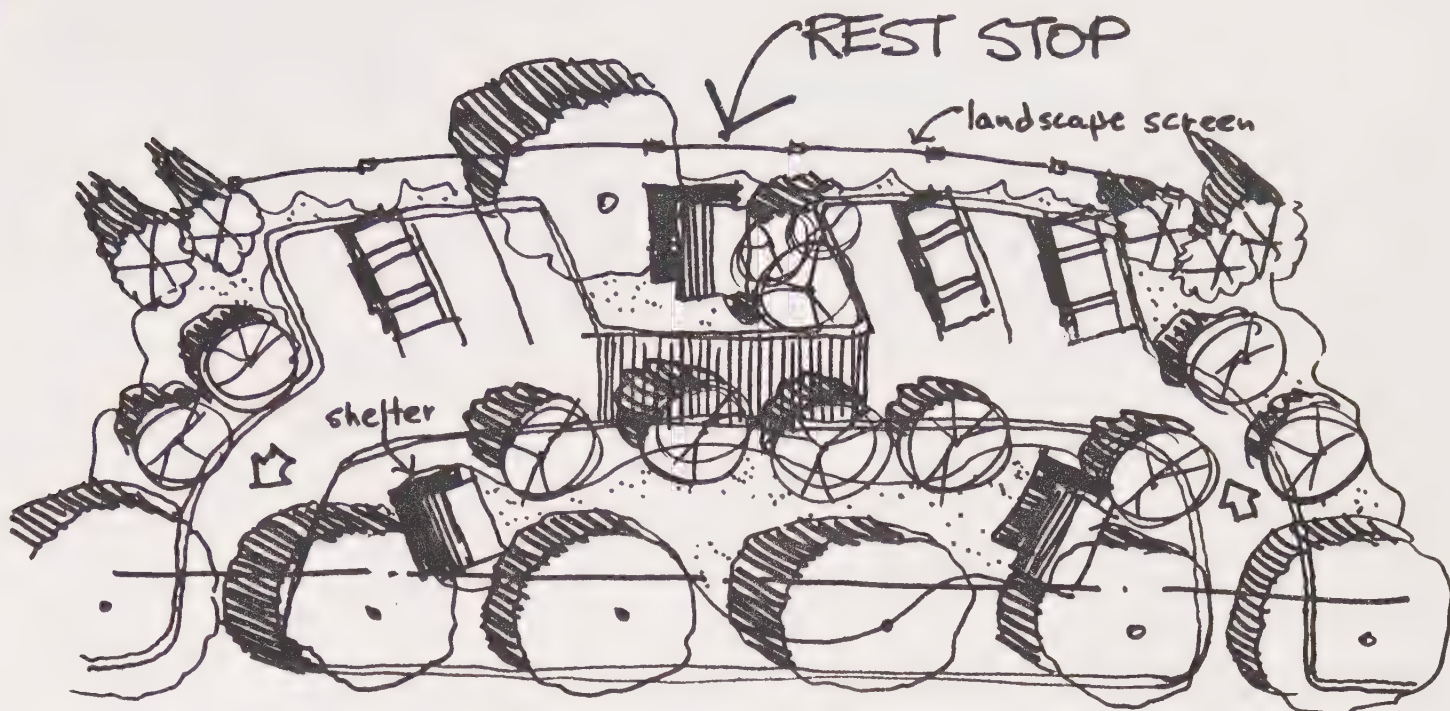
Two entry identification sites are recommended. One site should be at the corner of North Avenue and Fourth Street where the existing "Welcome to Gustine" sign is located. This is a strategic intersection for both Highway 140 and 33 on the north side of town. Both Gustine and downtown can be identified.

A second site should be at the intersection of Sixth Avenue and Fifth Street, preferably on the northerly side. Because both corners are developed, site space may be limited.

Each site should have planting and structures to catch the eye and should state "Downtown Gustine," or "Shop Downtown."



FOURTH STREET PLANS



IV. CIRCULATION AND
TRANSPORTATION ELEMENT

CIRCULATION AND TRANSPORTATION ELEMENTA. INTRODUCTION

The purpose of the City of Gustine Circulation and Transportation Element is to establish objectives, standards and policies for the circulation and transportation needs in the proposed planning area.

A Circulation and Transportation Element identifies the general location and extent of major thoroughfares, existing and proposed transportation routes, public transportation, and other local transportation related public utilities and facilities, all correlated with the Land Use Element of the General Plan. Modes of transportation that exist or are proposed within the planning area, and will be discussed in the element include streets and highways, public transportation, rail, aviation, bicycles, parking provisions, and pedestrian paths.

The planning area is defined as the proposed Sphere of Influence (See Figure 2 in the Land Use Element).

B. CIRCULATION AND TRANSPORTATION DEFINITIONS AND EXISTING FACILITIES SURVEY

The following are definitions of the major and local street systems described in this element. Definitions include an existing facility survey.

1. Freeway

Freeways provide mobility between regions. Freeways provide for through traffic movement on a continuous route with no access to abutting property. Intersections with cross streets are by interchanges or grade separation structures.

Although not in the defined planning area, Interstate 5, 5 miles west of the City, is the only freeway serving Gustine. It is a major north/south connector providing access to services and supplies in neighboring cities and counties.

2. Expressways

Expressways are facilities that provide for through traffic movement with limited access to abutting property. Design standards require controlled access.

There are no expressways in the Gustine planning area. The closest expressway is State Highway 152 south of the planning area.

3. Arterial

Arterial streets are generally 4-lane routes constructed on right-of-ways of 80 to 100 feet wide. Major streets provide for through traffic movement on a continuous route joining major traffic generators such as other arterials, expressways, and freeways.

Arterial streets are:

State Highway 33/Fourth Street, between Sullivan Road and the northernmost point of the Sphere of Influence

State Highway 140, between East Avenue and the northeastern edge of the City of Gustine Airport

Sullivan Road and the extension of Sullivan Road, between State Highway 33 and Kniebes Road

4. Collector

Collector streets provide internal traffic movement within an area and connect local streets to the arterial road system. Collectors are normally two lane streets and access from adjoining property may be controlled. Most collector streets are two lane roads with 60 foot right-of-ways, and are contained within local neighborhoods.

Collector Streets are:

Fifth Street, between North Avenue and Sixth Avenue (Highway 33)

East Avenue/Hunt Road, between North Avenue/Highway 140 and Sulliavan Road

North Avenue, between Jensen Road and East Avenue

Jensen Road, between North Avenue and the intersection State Highway 33

Kniebes Road, between the extension of Sullivan Road and Highway 140)

Linden Avenue and Linden Avenue extension, between North Avenue and Sullivan Road

Lucerne Avenue, between Jensen Road and West Avenue

West Avenue, between North Avenue and Sullivan Road

Fourth Avenue and the extension of Fourth Avenue, between West Avenue and Kniebes Road

First Avenue, between Fifth Street and Fourth Street

Carnation Road, between Fifth Street and Kniebes Road

5. Local Streets (Minor Streets)

Local Streets serve as land access facilities. They constitute the largest part of the City's circulation system. Trip lengths are normally short and traffic volumes small. Local streets are 2-lane with 60 foot right-of-ways. Since these streets traverse internal residential areas, traffic volume, frequency of noise, and safety are very important issues to local residents. Often the quality of these streets may make the difference between a desirable or an undesirable neighborhood.

The remaining balance of streets in the City are included in this definition and are not listed individually.

6. Major Streets

Arterials are defined as major streets, requiring 80 foot right-of-ways in the City's Standard Designs of Engineering Structures

7. Alleys

Alleys also constitute transportation facilities in older neighborhoods. Alleys many times contain other public utilities and serve as limited access to rear yards and are sometimes used as refuse collection routes. Occasionally, alleys may be used as access to parking areas for higher density residential development.

All dedicated alleys are included in this definition.

8. Scenic Highway Designations

There are no streets or highways in the planning area which meet the criteria for Scenic Highway Designation. State Highway 33/Fourth Avenue, State Highway 140, and Hunt Road are defined as "Roads of Regional Significance" by the Merced County Regional Transportation Plan Update, 1984.

C. TRAFFIC VOLUMES FOR MAJOR STREETS

From the Average Daily Traffic (ADT) estimates for the major road systems, including State Highways 33 and 140, it appears that all streets are now functioning below capacity. Although right hand turns should be allowed without stopping, there should be consideration given to a stop sign, for southbound traffic at the intersection of Fourth Street and Highway 33. In addition, it should be noted that Sullivan Road has been designated an arterial. When Sullivan Road is upgraded and extended to an upgraded Kniebes Road, it will serve as a major truck bypass to the City.

D. PUBLIC TRANSIT

There are no inter-regional bus companies serving the Gustine area.

The City of Gustine provides financial support, and is served by the Merced Area Regional Transit System Service (MARTS). MARTS provides limited low cost transit service between Gustine and Santa Nella, Los Banos, and Merced on Mondays, Wednesdays, and Fridays.

E. AIRPORT FACILITIES

The City of Gustine Airport is located, in the city limits, approximately 1.5 miles east of the main City area, and adjacent to State Highway 140. The airport is classified as a General Aviation, Basic Utility Airport by the Federal Aviation

Administration. The runway length is 3,200 feet and width is 50 feet. Currently, 25 aircraft are based at the airport with annual operations estimated at 15,475. Agricultural spraying operators are permitted to use the facility and account for much of the traffic. The nearest commercial aviation service is in Merced.

The Airport is served by the Gustine Airport Commission which makes recommendations to the City Council on Airport matters. Land use regulation around airports in the County is regulated by the City and the Merced County Airport Land Use Commission.

F. RAIL TRANSPORTATION

Southern Pacific main rail line traverses the eastern portion of the City in a north/south direction. There are existing spurs and sidings serving a portion of the City's industrial area.

G. PEDESTRIAN AND BICYCLE TRAFFIC

Pedestrian traffic in Gustine is heaviest in the immediate vicinity of schools and in the central business district. The exact number and frequency of pedestrian travel has not been determined. Conflict with vehicular traffic on major streets cannot be estimated.

In the planning area, State Highways 33 and 140 are shown a bicycle routes in Merced County Regional Bikeway Plan, 1982. The development and maintenance of bikeways along state highways is the responsibility of CalTrans. An Improvement Plan for additional bikeways is to be developed by the City and incorporated in the City's Street Maintenance Program.

H. CURRENT STREET MAINTENANCE PROGRAM

The City of Gustine has instituted a five year Street Maintenance Program. This program is updated annually.

I. RELATIONSHIP TO REGIONAL TRANSPORTATION PLAN

The City of Gustine supports and participates in the development of the Merced County Regional Transportation Plan, and its policies and programs. Key facilities of the City's Circulation Element supports the Regional Plan. Likewise, the Regional Plan supports the City's transportation system in such areas as airports, public transit, bike and pedestrian facilities, and roads of regional significance.

This Element of the General Plan and the Land Use Element have described future roads that will serve the City and surrounding residents. The plan lines will have future impacts on County roads not now classified as regionally significant in the Regional Transportation Plan. The following road, when it is upgraded and extended to Kniebes Road, should be considered a regionally significant road.

Sullivan Road from State Highway 33 to Kniebes Road

J. GENERAL CIRCULATION GOAL AND OBJECTIVES

Circulation goals and policies must correlate and support Land Use Element goals and policies. Circulation goals and policies must treat vehicular traffic as an integral part of the community's well being while not ignoring the need for alternative forms of transportation such as bicycle and pedestrian. Therefore, the Circulation Element must establish a framework for an efficient street system with minimal adverse effects on safety, noise, energy use, community appearance, and air quality. Additionally, the Element should allow for alternatives to motor vehicles where practical and support public transit where needed and feasible. The major goals and objectives are as follows:

1. To provide a safe, convenient and efficient multi-modal transportation system capable of meeting the needs of the residents of Gustine within the Urban Development Area.
2. To minimize dependence upon automobile use to the greatest extent economically feasible.
3. To plan for and develop streets in accordance with the ultimate functions they have been designated to serve.
4. To minimize conflicts between different types of vehicular traffic and to discourage the intrusion of both through traffic and truck traffic into residential areas.
5. To provide adequate off-street parking for all uses.

6. To continue to support the development of inter-city and intra-city transit systems, with special emphasis toward serving the needs of senior citizens, the physically handicapped, and low-income residents.
7. To consider the development of bikeways as part of the City's multi-modal transportation system.
8. To provide for safe and efficient pedestrian access within the City.
9. To upgrade the quality of Fourth Street, between North and South Avenues by adding landscaping and landscape screening; and generally improving the appearance on both sides of the street.
10. To the greatest extent feasible, coordinate City plans and policies with County and Regional transportation plans and policies.
11. Base the City's annual Capital Improvement Program priorities for circulation improvements on the policies and priorities set forth in this Element.

K. POLICIES FOR CIRCULATION AND TRANSPORTATION

1. Policies for Major and Local Streets

- a. Coordinate street planning with Merced County and the Merced County Regional Association of Governments to ensure the orderly development of a coordinated street network within and serving the Urban Development Area.
- b. Maintain and develop streets in a manner that is supportive of the Land Use Element objectives and policies of this Element.
- c. Adopt precise plan lines for the major streets within the planning area. The purpose of plan lines is to assure that the ultimate right-of-ways for planned streets are protected for future street expansion.
- d. Utilize traffic control devices to regulate the flow of traffic on streets in accordance with the planned function of the streets.
- e. Require new subdivisions to be designed to minimize the number of lots fronting on collector and arterial streets. Frontage roads may be required within subdivisions to achieve this policy.
- f. Require the construction of full-width streets as a condition for approval of subdivisions.

- g. Adopt and maintain an efficient system of truck routes within and around the City.
- h. Control access to major streets through the site plan and subdivision review processes and through any other appropriate procedures and ordinances available to the City.
- i. Require off-street parking with all new commercial and industrial development, and, where feasible, with expansions of existing commercial and industrial development.
- j. Require landscaping along Fourth Street, between North and South Avenues that will be consistent and compatible with an approved landscaping plan for the area.
- k. Require the elimination of angled intersections, where feasible, through the subdivision and site plan processes.

2. Policies for Public Transportation

The City will continue to utilize and provide financial support for the Merced Area Regional Transit System Service (MARTS), to the extent the system reasonably meets the needs of the transportation disadvantaged, and remains cost effective.

3. Policies for Bikeways

- a. The City should designate bike routes and develop design standards for these routes in the City.
- b. The City may require the construction of, or fees in lieu of, bikeways as a condition of approval for new subdivisions.

4. Policies for Pedestrian Paths

- a. The City will require the construction of sidewalks, where feasible, as a condition for approval of all new urban development.
- b. The City may require the construction of, or fees in lieu of, pedestrian paths separate from sidewalks as a condition for approval of new subdivisions.

5. Policies for Gustine Airport







- a. The City will continue to maintain and develop the Gustine Airport in accordance with the adopted plan for the facility.
- b. The City will continue to provide regulated and managed opportunities for private operators at the Gustine Airport as long as such activities are economically feasible and in the health and safety interests of the City.
- c. The City will seek assistance from Federal and State Agencies for improvements to the Airport.

6. Policies for Rail Transportation

- a. The City will encourage the maintenance of effective and efficient rail-freight service to the City.
- b. The City will plan land uses in a manner that the highest use of existing and future rail-freight service is achieved..

STREET & HIGHWAY PLAN

LEGEND:

-  ARTERIAL
-  PROPOSED ARTERIAL
-  COLLECTOR
-  PROPOSED COLLECTOR
-  LOCAL
-  PROPOSED LOCAL



0 300 600
Scale in Feet



V. HOUSING ELEMENT

HOUSING ELEMENT OF THE GUSTINE GENERAL PLANINTRODUCTION

According to Section 65302(c) of the Government Code, a General Plan Housing Element is required of all local governments. This element must follow the prescribed guidelines prepared by the California Department of Housing and Community Development, and should:

1. inventory the housing needs of the community for all socioeconomic groups;
2. analyze the availability of adequate sites for housing, considering the accessibility to services and the feasibility of providing public facilities;
3. analyze and evaluate the obstacles and constraints in developing housing for all socio-economic groups, including market, governmental and physical constraints;
4. formulate goals, policies and objectives which will serve as the desires of the community and the region in fulfilling the needs for housing;
5. contain an implementation section which will act as the course of action and the timeframe for solving the problems and fulfilling housing and related needs; and
6. include an Environmental Review

This Housing Element is being prepared through joint cooperation among the Gustine City Council, citizens of Gustine and the Gustine Planning Commission. Joint efforts among groups with mutual goals can be very beneficial and serve as learning experiences for all. It is hoped that these benefits will result through mutual efforts expended on this project.

The Housing Element is intended to serve both as a clear expression of the City's determination to address housing needs and problems and to provide comprehensive guidance based on quantified methodology to the City regarding housing needs. The Housing Element is also intended to promote coordination of City, State and Federal housing policy and programs in the attainment of decent housing for all.

The Housing Element is composed of ten major sections:

1. Population Characteristics and Needs Assessment;
2. Household Characteristics and Needs Assessment;
3. Housing Market Characteristics;
4. Non-Governmental Constraints;
5. Governmental Constraints;
6. Future Housing Needs;
7. Relationship of Zoning and Public Facilities to Residential Development;
8. Housing Goals;
9. Housing Objectives; and
10. Housing Implementation Programs.

PERSPECTIVE

The City of Gustine is located in the fertile San Joaquin Valley near the foothills of the coast range. Gustine is bisected by State Highways 33 and 140 and located five miles from Interstate 5. Gustine is the sixth largest incorporated city in Merced County. Agriculture is the most significant and influential economic force in the county. Soils in the agricultural land around Gustine allow for orchards, field crops and pasture. Present city limits of the city proper is 558 acres with 224 more acres in the city owned airport and sewer farm.

HOUSING ELEMENT'S RELATIONSHIP WITH THE OTHER GENERAL PLAN ELEMENTS

The Gustine General Plan, which includes all of the nine elements mandated by state law, is being prepared and will be adopted in total by July 1, 1985. Because all of the elements were prepared at one time, and share common data, projections, and growth assumptions, the Housing Element is consistent with all of the other elements, and an integral part of the General Plan.

ENVIRONMENTAL ASSESSMENT

The California Environmental Quality Act (CEQA) requires an analysis of the environmental impacts of proposed and private projects which may have a significant effect on the environment. This proposed Housing Element for the City of Gustine has been

designed to protect the basic natural resources of the City while allowing physical and economic growth to take place. Since the Housing Element was prepared in conjunction with the other elements of the General Plan, one EIR will be prepared.

A. POPULATION CHARACTERISTICS AND NEEDS ASSESSMENTS

1. Population

The City of Gustine has experienced a 4% growth rate historically since its incorporation in 1915. The one major exception was a 30% increase in the period from 1960 to 1964, a result of the San Luis Project. Although the next five years were characterized by almost no growth, growth in the seventies averaged just over 1% a year. Between 1970 and 1980, the City increased its population by 12.5%. Department of Finance projections indicate another 8.7% increase in population occurred between 1980 and 1984. The City is expected to continue its upward trend in growth with a population of 3,671 and 1,585 households projected for 1990, which represents a 2.2% growth rate per year.

POPULATION AND PROJECTED POPULATION GROWTH

<u>1980</u>	<u>1985</u>	<u>1990</u>
3142	3503	3820

Even with the moderate population increase, the demand for housing has increased. Some of the reasons for this demand are:

- a. The median age is increasing with more of the population entering the housing market.
- b. The vacancy rate has dropped from 9.5% in 1970 to 4.1% in 1980.
- c. Housing units in recent years have been, predominantly, suited to the higher income groups.
- d. The cost of new housing is increasing dramatically, pricing it out of reach of most households.

The continued slow growth of Gustine is projected into the near future. Housing demand will continue because of the reasons stated above.

2. Age of Population

The City has an age distribution just slightly lower than the state average in proportion of children (26.41%). Persons over 55, however, make up a significantly higher proportion (30.21%) than the California average (19.48%). Persons over 65, representing 16.30% of the City's population, also surpasses the state proportion in this age category, 10.21%. This large proportion of elderly persons has planning implications in housing and social service needs in the City during the Housing Element planning period (1985-90).

NUMBERS AND PROPORTIONS OF POPULATION BY AGE GROUP

<u>Age Group</u>	<u>Male</u>	<u>Female</u>	<u>City Total</u>	<u>City %</u>	<u>State %</u>
0-4	110	98	208	6.62	7.22
5-13	196	184	380	12.09	13.01
14-18	125	117	242	7.70	8.6
19-24	124	121	345	10.98	11.91
25-34	238	213	451	14.35	17.93
35-44	145	166	311	9.90	11.89
45-54	165	191	356	11.33	9.97
55-64	210	227	437	13.91	9.27
65-74	152	175	327	10.41	6.22
75+	76	109	185	5.89	3.99

3. Ethnic Population

The most numerous ethnic group in the City of Gustine is Hispanics - 9.96% of the City's population. However, this proportion is smaller than the state percentage. The City's Hispanic population is distributed throughout the City and not concentrated in a particular area.

The proportion of Blacks, American Indian, Asian-Americans and members of "other" races are also below the state proportions.

ETHNIC AND RACIAL CHARACTERISTICS

	<u>Total City</u>	<u>City %</u>	<u>State %</u>
White	2,760	87.84%	66.60%
Black	10	.32	7.54
Hispanic	313	9.96	19.20
Native American,			
Asian-American	45	1.43	5.70
Other	14	.45	.96

4. Handicapped Persons

The number of handicapped persons in a city has important planning implications. A need for certain social services and handicapped access facilities are among the concerns a City must consider in its decision-making. Handicapped persons comprise a larger proportion of the City's working age population than the State's. 13.73% of all residents between the working ages of 16-64 have a work disability. In addition a larger proportion of those handicapped persons are prevented from working.

The State Census Data Center also indicates the number of persons who are prevented from using public transportation facilities because of a physical disability. The City has a higher proportion of persons in the 16-64 age category with a transportation disability than does the State. 2.5% of persons age 16-64 and 12.13% of those over 65 have a transportation disability. Although these numbers are not excessively high, they do indicate a need for transportation facilities with handicapped accessibility as well as housing located in a downtown location close to services and stores which would aid the senior citizen population in the City.

DISABLED PERSONS

	<u>Number</u>	<u>Gustine</u> %	<u>California</u> %
All Persons, Ages 16-64	1967		
With Work Disability	270	13.73	8.4
Prevented from Working	167	9.4	4.3

PUBLIC TRANSPORTATION DISABILITY

	<u>Ages 16-64</u>	<u>65+</u>
Gustine	49 - 2.49%	41 - 12.13%
California	1.72%	14.4%

5. Persons in Group Quarters

Group quarters are living situations where kitchen, and perhaps bath and food, are shared such as in a boarding house. This definition also applies to units in which people are cared for and includes such facilities as hospitals, convalescent hospitals, schools and prisons. The 1980 U.S. Census indicated no Gustine residents living in group quarters.

B. HOUSEHOLD CHARACTERISTICS AND SPECIAL NEEDS HOUSEHOLDS

A household is any group of people living together in a residence, related or unrelated. A survey of household characteristics is useful to determine household size trends, overcrowded households, elderly households and the number of special need households such as large families, farm labor families and female-headed households. All of these household types have planning implications in the area of housing.

1. Size and Number of Households

The City had 1,266 households in 1980. This number is expected to increase to 1,585 in 1990. Average household size is expected to increase from 2.48 to 2.51 in 1984. Although there are no statistics available on average household size beyond 1984, it is expected that the figure will remain about the same by 1990.

GUSTINE HOUSEHOLDS

	<u>1980</u>	<u>1984</u>	<u>1990 (Proj.)</u>
Households	1266	1363	1585
Population	3142	3414	3830
Average Size of Household	2.48	2.51	N\A

2. Elderly Households

The City's 1,266 households include 377 (29.78%), with a householder 65 years or older. In addition, 89 of these householders, or 7% of total households, are renters. This points to the importance of preserving the City's rental stock in order that elderly householders who cannot afford to own a house will be able to locate affordable rental housing.

In 1979, a 38-unit elderly housing development was built by private developers through a loan from the FmHA 515 program. Thirty-four more units are proposed using the same 515 program.

AGE OF HOUSEHOLDER

	<u>Total</u>	<u>Renter</u>
Householder 65+	377	89

3. Female-Headed Households/Families

A significant number of families with a female head of household has planning implications for child care facilities, recreational and other social services. In 1980, 5.97% of all Gustine families were headed by females. One-third of female-headed families with children in Gustine were living below the poverty level in 1980. A total of 18.9% of all families below poverty level are headed by females.

FEMALE-HEADED HOUSEHOLDS

<u>Category</u>	<u>Above Poverty Level</u>	<u>Below Poverty Level</u>	<u>Total</u>	<u>Below Poverty as % of Total</u>
With Children				
Under 18	30	10	40	33.33%
Without Children				
Under 18	36	0	36	0
Total	66	10	76	13.16

4. Overcrowded Households

Overcrowding is not a significant planning problem for the City of Gustine with 4.03% households defined as "overcrowded." Of those overcrowded households, 68.7% are renter households. The U.S. Census Bureau gauges overcrowding by tabulating the number of households occupied by over one person per room (not including kitchen and bathrooms).

<u>Persons Per Room</u>	<u>Total</u>	<u>Renters</u>
1.00 or Less	1215	339
1.01 - 1.50	30	19
1.51 or More	21	16

5. Large Families/Households

In 1980, 3.40% of Gustine households contained 6 or more persons. Of those large households, 41.9% were renter households. These statistics point to the need to conserve the City's rental stock so that larger households (as well as those that are overcrowded) will continue to find housing at affordable cost.

<u>Persons in Unit</u>	<u>Total</u>	<u>Renters</u>
1 Person	314	135
2 Persons	483	107
3 Persons	191	62
4 Persons	162	36
5 Persons	73	16
6 Persons	43	18

6. Farm Labor Households

Another household type present in Gustine with special housing needs is the farm labor household. In many cases, the household consists of single men traveling from job to job throughout California's Central Valley. The most affordable housing for this group is a dormitory type unit. But, when accompanied by a family the household requirements are broadened by the need to be close to work and schools as well as available for rent on a short-term basis.

Complete data on the specific housing needs of farmworkers is not available from the 1980 Census, and surveys done by the Employment Development Department do not cover all farmworkers. According to the 1983 report "Merced County Housing Needs Determination" prepared by Merced County Association of Governments (MCAG), there is a very slight decline predicted in the number of seasonal farmworker households (from 3,147 in the County in 1982 to 2,997 in 1990). The report estimates that there were 24 regular and 59 seasonal households in Gustine in 1982 and projects the number of seasonal households will decline to 56 in 1990. The report estimates that an additional 3 non-seasonal units will be needed in 1990 to accommodate regular farmworker households. The report estimates no net increase in seasonal or migrant housing is needed to accommodate 1990 migrant households.

These estimates do not take into account housing needs of current farmworker families. Compounding the problem is the fact that there are no definitive statistics available to assess the number of migrant households. The Federal Census is conducted in April, two months before the population begins to swell.

Currently, there are three programs available in Merced County specifically directed to farmworker housing. The FmHA 514-516 Program provides assistance to public or private non-profit organizations to develop farm labor housing. The State HCD Farmworker Housing Grant Fund provides matching funds to the same organizations for new construction or rehabilitation of housing. The State Office of Migrant Services through the Department of Housing and Community Development operates two migrant farmworker housing centers in the county.

7. Income and Households

Income is another factor which affects people's needs and capabilities to acquire and maintain decent housing. The 1980 U.S. Census indicates that the City's median household income was \$15,946, compared to \$14,665 for Merced County and \$18,243 for the State.

GUSTINE HOUSEHOLD INCOME

<u>Income</u>	<u>Total</u>	<u>Percent</u>
Less than \$ 7,333 (Very Low Income)	254	19.95%
\$7,334 - \$11,732 (Low Income)	210	16.5
\$11,733 - \$17,598 (Moderate Income)	221	17.36
\$17,599+ (Above Moderate Income)	588	46.19

Very Low Income = not exceeding 50% of the median income of the County.

Low Income = between 50% and 80% of the median income of the County.

Moderate Income = between 80% and 120% of the median income of the County.

Above Moderate Income = above 120% of the median income of the County.

Census figures also indicate that 5.58% of all families were below poverty level:

FAMILIES BELOW POVERTY LEVEL

	<u>Families</u>	<u>Percentage</u>
Above Poverty Level	897	94.42%
Below Poverty Level	53	5.58

The table below indicates that 32 householders (2.51% of City total) age 65 or over are below poverty level; 22 householders (1.73% of City total) age 65 or over are at poverty level or 25% above.

HOUSEHOLDERS 65+

	<u>Total</u>	<u>Percentage</u>
Below Poverty	32	2.51%
Between 100 and 124% Poverty	22	1.73

a. Unemployment

Employment is an important factor in considering the availability of capital for housing. Ownership of housing depends on a certain percentage of annual steady income. The maintenance of housing, including interiors and exteriors, is also a factor in the expense of housing. Underemployment (periodic employment, seasonal or unstable employment) is a problem in agricultural communities because much of the employment is periodic and income may vary year to year. Agricultural processing plants may experience many problems affecting production. Crops depend on unpredictable weather, growth and market conditions.

There are many higher wage jobs within the community, such as financial, professional and farm operators and owners. There are many retail, service and agricultural related jobs which may not meet the median income figure. The construction industry has suffered with a lowered building activity in recent years reducing a high skilled type of employment. New housing production would increase job opportunities for construction related employment as well as increase many services which would benefit from the growth.

The labor market in Gustine is generally representative of trends and statistics in Merced

County. According to 1980 Census figures, almost one-fourth of all jobs in Gustine were in food manufacturing operations. Retail trade, comprising 18% of all jobs, and agriculture, responsible for 14% of all employment, were the other primary employers.

The unemployment rate in the City, however, has been historically lower than the County. According to the Employment Development Department's Annual Planning Information, Merced County, 1984-85, the unemployment rate for Merced County in 1982 and 1983 and forecasts for 1984 and 1985 averaged about 13.6%. The 1980 U.S. Census indicated that unemployment in Gustine was 4.3%.

8. Special Needs Summary

The special needs households in the City of Gustine are elderly and female householders. Generally, these special households are constrained by low incomes but also because of their special characteristics which make it difficult to find suitable housing. In most cases, the housing market as it presently exists does not fulfill their specific needs and so they settle for less or overpay for housing.

Renter households, particularly those headed by lower-income residents or housing large families, can be considered special needs types because in many cases they are unable to afford to own housing. In addition, many are overpaying for housing. This points to a need for housing to serve very low income residents. This could be served by a rent subsidy program for existing units or a public-owned development.

C. HOUSING MARKET CHARACTERISTICS

The Gustine housing market is characteristic of the larger Merced County housing market. The percentage of renter-owner occupied housing is significantly lower than that of Merced County, 29.5% compared to 38.5%. Census figures indicated about 30% of Gustine homes were 30 years or older. The City's median home value was \$50,800 and median rent was \$157 per month.

1. Cost of Housing

The cost of housing in Gustine, as in other locations, can fluctuate based on interest rates and other costs beyond the City's control. Nevertheless, it is important for the City to keep abreast of the average costs of housing since fewer households than even a decade ago can afford to purchase their own houses.

An informal survey of the local newspaper and telephone interviews with local realtors show the average cost of a three-bedroom, two-bath home with 1,100 - 1,300 square feet is \$60,000 to \$65,000. A larger home between 1,500 - 1,800 square feet is \$75,000 to \$95,000. Prices for existing lots, in most cases, are built into the purchase price of a home. Smaller homes with two bedrooms, older homes or homes that are not in good condition can be found in the City and will cost less. However, a lower-income family may be able to afford the monthly mortgage on these homes but unable to install needed repairs. A larger family with a lower income may have to settle for a small home but within their budget.

Some households have found that purchasing a mobile home is an affordable means to own a home. A single-wide mobile home (14' x 60', 840 square feet) cost about \$25,000 to \$40,000, depending upon amenities installed. Mobile home spaces rent for \$100 to \$150 per month. Presently, there are two mobile home parks within the city limits, for a total of 115 spaces.

As does the cost of a home, rents vary in the City as well. The rent for a two-bedroom apartment is \$275 - 300 per month. A two-bedroom house rents from between \$375 - 400; a three-bedroom house generally falls into the \$400 - 500 range. A 4+ bedroom house falls within the \$500 - 600 range.

Housing in Gustine is inexpensive compared to the State average and is slightly higher than the County overall. Yet, a significant percentage of residents are overpaying for their housing (more than 25% of household income); particularly low-income renters.

As stated above, the median gross rent for the City in 1980 was \$157 and the median housing unit value was \$50,800. Yet 40.35% of renter-households pay greater than 25% of their income on housing expenses. Of all homeowners, 16.25% are paying more than 25% of their income for housing.

HOUSEHOLD INCOME BY GROSS RENT
AS PERCENT OF INCOME

<u>Rent As %</u> <u>Of Income:</u>	<u>0-4,999</u>	<u>5-9,999</u>	<u>Income</u> <u>10-14,999</u>	<u>15-19,000</u>	<u>20,000+</u>
0 - 19%		17	7	18	80
20 - 24%	10	28	37	7	0
24 - 34%	16	34	14	0	0
35+ %	52	22	0	0	0

The table above indicates that a significant number of lower-income residents are overpaying for housing. Using State Housing and Community Development's methodology for calculating lower-income overpayment indicates that 124 renters are overpaying in the \$0-9,999 category and 5 in the \$10,000-14,999 category. This methodology calculates the number of households in the income range that are below 80% of the County's median income (\$11,732) that are overpaying for housing. Therefore, in Gustine, a total of 129 lower-income renters are overpaying for housing.

HOUSEHOLD INCOME BY SELECTED MONTHLY COSTS
AS PERCENT OF INCOME

Owner Costs		Income				
<u>As % of Income:</u>	<u>0-4,999</u>	<u>5-9,999</u>	<u>10-14,999</u>	<u>15-19,999</u>	<u>20,000+</u>	
0 - 19%	12	53	95	149	297	
20 - 24%	5	11	0	5	17	
25 - 34%	0	13	19	6	31	
35+ %	42	4	10	0	0	

Applying the same HCD methodology to the table above indicates that 59 homeowners in the \$0-9,999 income category, and 10 in the \$10,000-14,999 category, for a total of 69 lower income homeowners, are overpaying for housing.

2. Gustine Housing Stock

According to the U.S. Census, the City of Gustine had a total of 1,395 year-round housing units: 1266 of which were occupied; 54 were vacant and either for sale or for rent; and 70 units were vacant and not available for occupancy due to their unsatisfactory condition or were held for occasional use. The City's vacancy rate was 4.1%. Home-owners occupied 70.5% of the units; renters occupied 29.5% of the units. In addition, most of the housing units were single-family detached homes (78.06%).

HOUSING UNITS

	<u>Total</u>	<u>% of Total</u>	<u>Total Occ.</u>	<u>Renter Occ.</u>
1, Det.	1,089	78.06%	1,054	258
1, Att.	20	1.43	20	14
2	18	1.29	11	0
3 or 4	60	4.30	40	40
5 or More	111	7.96	49	43
Mobile Home	97	6.95	92	19

RENTER-OWNER MIX

	<u>Total</u>	<u>% of Total</u>
Renter	374	29.5%
Owner	892	70.5

VACANCY RATES

	<u>Overall Vacancy Rates</u>	<u>Vacancy Rate Within Group</u>
For Sale	7 - 2.21%	7/129 5.43%
For Rent	47 - 3.71%	47/129 36.43
Other Vacant	75 - 5.92%	75/129 58.10

3. Housing Condition

The older housing stock in the community offers housing to the lower income groups as well as to the elderly and young households. As a new house ages, it generally filters down to lower income groups who may rent or purchase the structure for a reasonable price. Maintenance requirements are usually more pronounced with age, placing a burden on the lower income groups. A housing code process should be enforced to preserve the adequate condition of the structure throughout its lifetime.

The condition of the City's housing age is a function of its age and how well the units have been maintained over the years. In general, the City's housing stock can be characterized as "aging," with 39.3% of the total units greater than 30 years old. Many of these older units are well maintained and continue to be an important element of the housing sales market.

CITY HOUSING AGE

<u>Yr. Built</u>	<u>Total</u>	<u>% of Total</u>	<u>Total Occ.</u>	<u>Renter Occ.</u>
1979 - 1980	77	5.52%	27	6
1975 - 1978	94	6.74	94	0
1970 - 1974	146	10.47	146	18
1960 - 1969	352	12.62	327	105
1950 - 1959	178	12.76	178	73
1940 - 1949	138	9.89	138	28
1939 or Earlier	410	29.39	356	144

A windshield survey conducted in January 1985, identified 120 in need of minor rehabilitation (paint, minor roof repairs, etc.) or major rehabilitation (major repairs to roof, foundation or walls). Of this number 12 units, or less than one per cent of the total housing stock, were deemed too damaged to warrant rehabilitation and require replacement.

Overall, housing quality is generally superior to the County as a whole and most cities in the County in the aggregate.

4. Energy Costs

The cost of utilities is often a sizable portion of a household's basic housing expenses. Electricity, gas, propane and wood are the main energy sources used in the City. The large number of older homes in Gustine compounds the energy consumption problem. In many instances, these homes lack sufficient insulation. Weatherization techniques, such as caulking, weather stripping and storm windows, are not used. Not utilizing or under-utilizing these methods can account for 25% or more of home heating costs.

Pacific Gas & Electric Company is the City's principal energy provider. Although no city-wide energy audits have been performed, the company will provide an audit to a homeowner upon request. In addition, there are no-

interest loan programs for weatherization available to all customers; and free weatherization installation programs for low income and senior citizens. It is possible that many City residents are unaware of these programs. The City could take an active role in dispensing this information to the public.

D. GOVERNMENTAL CONSTRAINTS

1. Land Use and Development Controls

Development review process, including such entitlement actions as rezoning, subdivisions, site plans, conditional use permits, parcel maps and related environmental assessments for these permits and approvals are a few governmental constraints that should be addressed. The Zoning Ordinance details uses permitted and development standards for land within the City. The Subdivision Ordinance controls design and improvement requirements which the City deems the minimum necessary to protect the safety and welfare of its residents, as well as provide for attractive residential environments. The design and standard specifications are similar to those established in other smaller communities in the Central San Joaquin Valley.

2. Permit Approval Processing

The City of Gustine charges fees for the construction and alteration of housing. The fees that are charged are directly those listed in the Uniform Building Code. For an average-size new house construction, the total fee is about \$800. The average fee for maintenance and alteration is between \$75 to \$100. The fees are paid to cover the cost of inspection. The Uniform Building Code governs the construction and standards for the purpose of safety for the least amount of expense to the builder. The construction permit approval process also involves some time delay of one to two weeks and may, therefore, add to the cost of development.

3. Service and Facility Infrastructure

Increasing or extending sewer or water, providing storm water drainage, supplied by the developer, increases the cost of housing. The City of Gustine has adopted a development fee structure that allows new developments to "buy into" existing city services. These fees include water \$550/dwelling unit, sewer \$700/dwelling unit, drainage \$250/dwelling unit and fire services \$200/dwelling unit.

4. Other Constraints

Land use controls affecting those areas designated for development determine the quantity of land available, the location and the density of development. Factors influencing the mix of housing are density, type of housing preferred by City residents, and the direct involvement of the government in (1) land acquisition, (2) financing, (3) construction and rehabilitation, (4) inspection and upgrading, and (5) maintenance of private property.

5. Property Taxes

Since the passage of Proposition 13, local governments receive very little of the taxes paid on residential units. This presents a problem for governments trying to provide basic services with reduced income. This in turn causes development costs to be higher, as additional expenses must be absorbed by the home buyer. This causes the amount of affordable housing to decrease.

Annexation of outlying areas as a way of adding to a City's income has also become inadvisable. Since cities now receive so little of the reduced property tax, annexation only adds to the burden of providing services for greater numbers with reduced income.

E. NONGOVERNMENTAL CONSTRAINTS

Financing is a main factor in the purchasing of a home and also in the development and construction of a home. Interest rates directly affect the cost and production of housing. In times of high money demand when availability is scarce, interest rates reduce the housing production. This was the case in 1980 and 1981. The monetary phenomena is controlled by external forces of which local policies cannot control.

Another factor affecting mortgage costs is inflation. The mortgage payments will, in turn, be increased because of the greater amount of the loan and the anticipated decrease in dollar value in the future. Mortgage payments are a significant proportion of the overall cost of a home.

With the increased cost in housing production and the slower increase in the median income, many families are ineligible to qualify for home loans. the increase in costs for new housing, including financing, has slowed housing starts which have increased prices for older homes.

The increasing costs of building materials and labor have adversely affected the cost of housing. This problem is not unique to, nor controllable by, the City. Many

subcontractors and laborers involved with housing in Gustine are from other communities. the reason for this, according to one source, is the high cost for local subcontractors, possibly due to the lack of competition and the small-scale jobs. The importation of labor increases costs as well as shipping of materials.

Other areas that drive up the cost of housing include marketing, profit to a developer and, to a lesser extent, property taxes.

The table below indicates the average housing development costs in the City of Gustine, as well as in Merced County overall.

AVERAGE HOUSING DEVELOPMENT COSTS

Land and Improvements (65' x 120')	\$18,000
City Hookup Cost (sewer, water, drainage and fire services fees)	1,700
Construction (includes Contractor profit): 1,250 sq/ft house at \$40.00 sq/ft	50,000
Construction financing, marketing cost and Developer profit	7,000
TOTAL COST TO CONSUMER	76,700

F. FUTURE HOUSING NEEDS

1. Fair Share Allocation of Housing Needs

Federal regulations require that areawide agencies "identify the housing needs of the current prospective population by appropriate geographic sectors and identifiable segments of the population and provide for the distribution of housing resources (including assisted housing) to meet the needs of all citizens in order to provide a choice of housing type and location." The regulations further require that broad goals and annual objectives be specified and that a housing policy be established to allocate housing resources in a manner appropriate to the identified needs.

A housing needs plan for Merced County has been prepared by the Merced County Association of Governments (MCAG). The purpose of a regional housing needs plan is to examine housing needs in a geographic area and to allocate a share of the projected regional need to each local government. Those jurisdictions then have the responsibility for planning, in their housing elements, to meet those needs.

2. Projected Housing Needs

MCAG has estimated the number of housing units needed to accommodate the projected 1990 households in the City. The formula used by the Association to arrive at number of units takes into account the desired vacancy rate which has been determined to be necessary to provide a stable housing market.

According to a housing audit performed by MCAG in 1980, the City was in need of 14 units. This figure indicates the number of units the city is deficient in order to have kept the housing market in a balanced supply-demand ratio.

The table below indicates the projected housing need. Shown in this table is the number of units needed to meet the existing need, plus provide enough units to accommodate the projected household growth in the City, plus provide an acceptable vacancy rate to maintain desired mobility in the housing market.

Between January 1, 1980 and January 1, 1985, a total of forty-one units were constructed. Taking this into account and allowing one unit per year which may become uninhabitable during the five-year planning period, adjusts MCAG's housing need figure to 315 units.

POPULATION AND HOUSING UNITS PROJECTIONS

	<u>1980</u>	<u>1985</u>	<u>1990 (Proj.)</u>
Population	3142	3503	3830
Available Housing Units	1320	1446	1635

3. Affordable Housing Needs - Fair Share

Gustine's "fair share" of low- and moderate-income housing provision in the County consists of the number of units needed in the next five years (315) multiplied by its total proportion of households in each income category.

SUMMARY OF HOUSING NEEDS BY INCOME - 1990

<u>Income Group</u>	<u>Households 1990</u>	<u>Percentages</u>	<u>Total 1990 Housing Units</u>
Very Low	333	21%	66
Other Lower	269	17	54
Moderate	301	19	60
Above Moderate	682	43	135
Total	1,585	100	315

PROJECTED HOUSING NEED BY TENURE - 1990

	<u>1980 Percentage</u>	<u>1990 Housing Need</u>
Owner Units	70.5%	222
Renter Units	29.5	93

PROJECTED HOUSING NEED BY TYPE - 1990

	<u>1980 Percentage</u>	<u>1990 Housing Need</u>
Single-Family	79%	249
Multiple-Family	14	44
Mobile Home	7	22

Building permits for the City averaged about eight per year from 1980-84. The growth rate to 1990 is estimated at 2.2% per year. With this in mind, the City should make every effort to preserve and maintain affordability of its existing housing stock to accommodate 1990 projected housing need.

Since the City has a significant number of elderly residents (16% over 65) who are probably on a fixed income, housing programs for this group should be directed towards subsidizing existing rents (Section 8), preservation and rehabilitation (CDBG Program) and encouraging the development of new affordable housing through State and Federal Programs (HUD 212 and FmHA 515 Programs).

Other low-income residents in the City could benefit from programs promoting home ownership of existing units, such as FmHA 502 or 504 Programs or HUD 235 or 236 Programs.

For the City's part, it can ensure an adequate number of sites zoned for multi-family rental units, as well as work with developers who show an interest in building such housing.

4. Housing Sites - Summary of Findings

There are some areas within the Gustine city limits which offer poor potential for housing in the immediate future.

Poor accessibility to public facilities and services create undesirable attributes for development.

There is some vacant land within the community, but it has development constraints, the unwillingness to develop by owners, land restrictions and trusts, poor accessibility to services and locational disadvantages.

Some areas adjacent to the city limits offer greater potential for development, such as the southern and northwestern areas of the community.

A moderate increase in population growth would not burden local services, could fulfill efficiency of services such as health, fire, education, shopping, employment and local government, by infilling the vacant land islands within the community.

Expansion in fringe areas would eventually provide the extension of public facilities to areas not feasible at the present time.

Education, fire, health, police and public works are adequate to handle the anticipated growth of the community in all areas which are suitable for residential development.

5. Accessibility, Adequacy and Suitability of Existing Sites

Employment - The size of Gustine offers a commute time, from all fringe areas, of under five minutes to downtown (automobile). Much of the employment is in agriculture which may cause a greater commute time. The City is desirous of expanding its business/commercial base and encouraging the location of nonagricultural-related businesses (clean industry) in and near the City.

The Merced Area Regional Transit System (MARTS) serves the Gustine area and provides for a minimum of 261 and maximum of 319 monthly trips for commuting, shopping and doctor visits. Although the system is used by the general public, it primarily benefits the elderly and other low- and moderate-income persons in the City.

Shopping - Grocery shopping should be offered to residents within a relatively easy walking distance. Most of the City's residents are located within one-half mile of a store. Some areas are located beyond this range of accessibility creating a need for automobile transportation.

Health Services - The City of Gustine has a variety of health services available to the community and the area.

Education - The education services are well covered from kindergarten through high school. Two elementary schools, one public and one private, serve the incorporated area. Bus service is provided to pupils living beyond easy walking distance to kindergarten through the twelfth grade.

A junior high and a high school are located in Gustine. Special services consist of mentally retarded, educational handicapped, speech correction and remedial reading programs.

Law Enforcement Services - There is adequate law enforcement services within the Gustine area. The Gustine Police Department has fine facilities and an adequate staff to serve the present population. The Merced County Sheriff's Department has personnel that serve the area.

6. Building Sites

The City of Gustine has a small amount of undeveloped vacant land within the city limits, approximately 60 acres, primarily zoned R-1. All the areas within the city limits are feasible to develop as public facilities are available. Some on-site improvements would be needed, but development is possible. Many individual lots within the city are available immediately for housing development.

Several areas outside the city also have reasonable access to public facilities (See Figure 7). These areas are immediately south of the city limits, but contiguous. Areas to the northwest of the city have potential for development but would require extensions of public facilities. Development of areas outside the City will require annexation.

7. Land Inventory

The table below summarizes the amount of vacant and agricultural land designated for residential by the proposed Land Use Element.

LAND PLANNED FOR RESIDENTIAL
DEVELOPMENT (a)

	<u>Acres</u>	<u>Housing Units</u>
Residential Estate (b)	120	240 (e)
Single Family (c)	205	1,189 (f)
Multiple Residential (d)	40	920 (g)
TOTALS	365	2,349

- a. Includes vacant and agricultural land designated for residential development in the Land Use Element of the General Plan.
- b. Residential Estate means land designated for single family development with a minimum lot size of 15,000 square feet.
- c. Single Family Residential means land designated for single family development with a minimum lot size of 6,000 square feet.
- d. Multiple Residential means land designated for multiple family development with a minimum population density of 1,500 square feet per dwelling unit.
- e. $120 \text{ acres} \times 2 \text{ housing units/acre} = 240 \text{ housing units.}$
- f. $205 \text{ acres} \times 5.8 \text{ housing units/acre} = 1,189 \text{ housing units.}$
- f. $40 \text{ acres} \times 23 \text{ housing units/acre} = 920 \text{ housing units.}$

8. Adequate Sites Strategy

As previously discussed, a total of 350 housing units are needed to accommodate growth to 1990 and ensure that housing is affordable to the City's low- and moderate-income residents.

To facilitate redevelopment at higher densities, the Revised Land Use Element proposes additional multiple residential in traditionally single-family neighborhoods around the commercial core. In addition, multi-family residential is proposed for the area just north of Sullivan Road between Hunt Road and the extension of Linden Avenue.

An 19-acre site at the corner of Sullivan Road and State Highway 33 is designated for a mobile home park which could provide up to 228 affordable manufactured units.

Currently, a 34-unit elderly housing development is proposed by private developers through the FmHA 515 Program. In addition a 15-unit development is planned on the east side of the City.

9. Conservation of Existing Affordable Housing

The City's Housing Authority is the Merced County Housing Authority. Presently, there are four subsidized rental units in Gustine.

There are other means in which the local community can help prevent unwarranted deterioration and protect the housing stock. A Housing Code enforcement (Gustine has adopted the Uniform Housing Code, 1979 Edition) is necessary to help stabilize the deterioration. Second, a rehabilitation program can upgrade and standardize housing units through providing funding in the form of grants or loans to lower income groups. Third, education and technical assistance can be given to help homeowners maintain the unit and the landscaping. Fourth, a capital improvement program can be adopted to encourage development of public facilities in vacant areas with the intent to provide lower income housing. Fifth, a zoning policy can be adopted where land use is compatible with maintaining the vitality of residential neighborhoods. Sixth, a tool pool could be established to provide equipment for loan to help households maintain their home and yard.

10. Emergency Housing

The City of Gustine has no permanent emergency shelter facilities. Since there is no motel in Gustine, the City is unable to accommodate a person seeking emergency shelter. However, on occasion, the Gustine Police Department has supplied people with a motel room in a nearby community ten miles from Gustine.

G. RELATIONSHIP OF ZONING AND PUBLIC FACILITIES TO RESIDENTIAL DEVELOPMENT

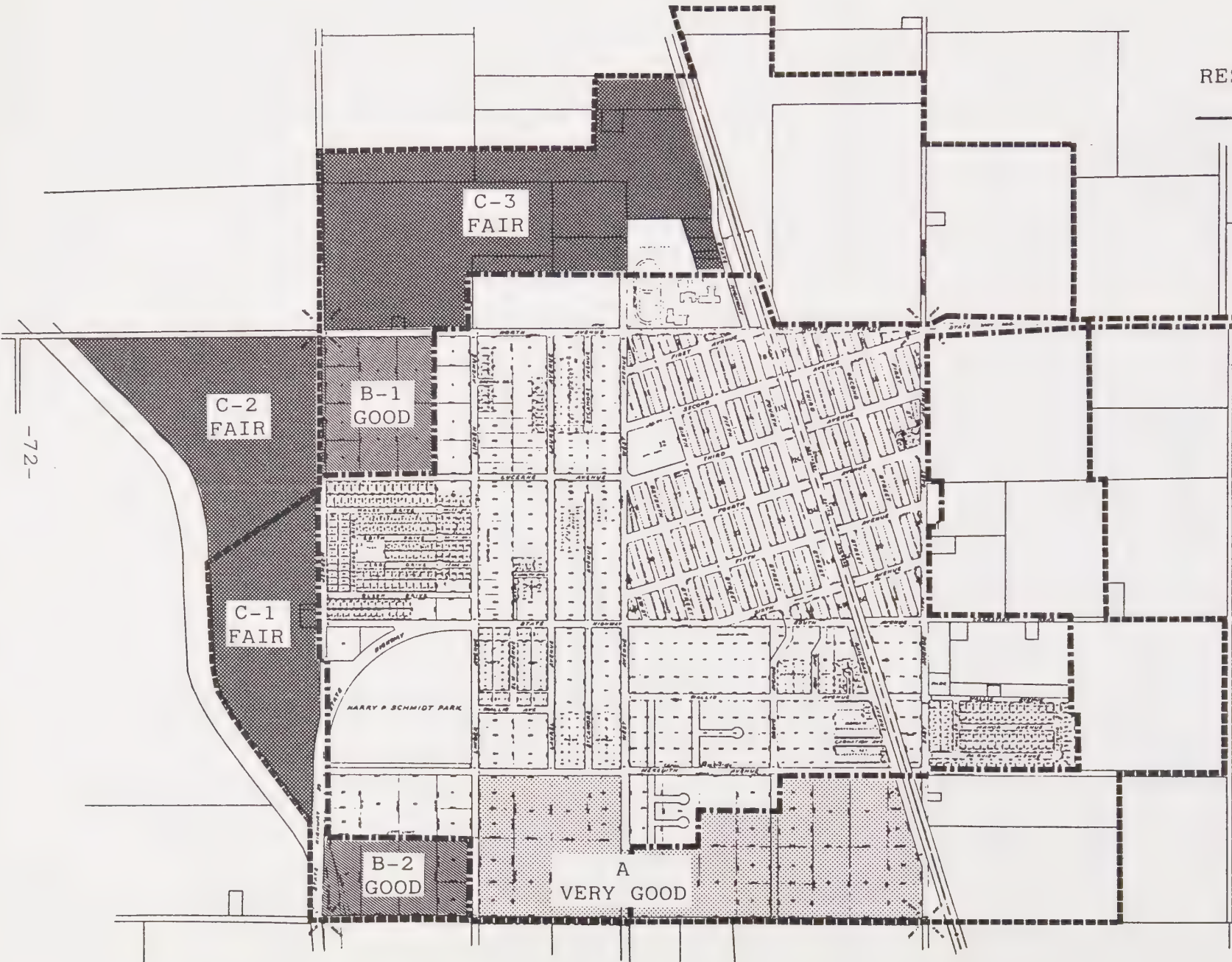
Every effort has been made to allow for higher densities and encourage a wide range of affordable housing units. Improvements slated for the City's Wastewater and Sewer Treatment Plant through an Environmental Protection Agency Construction grant will accommodate industrial and residential growth through 2005. Figure 7 indicates areas within the City's planning area which can be developed and categorizes them according to their relationship to the City's public facilities.

RESIDENTIAL DEVELOPMENT POTENTIAL

- GUSTINE CITY LIMITS
- GUSTINE SPHERE OF INFLUENCE
- VERY GOOD
- GOOD
- FAIR



0 300 600
Scale in Feet



PHYSICAL CONSTRAINTS TO RESIDENTIAL DEVELOPMENT

- Area A - Very Good These areas can be easily developed because all public facilities are available and accessible. These areas are prime for residential development.
- Area B - Good Area B-1 has minor development constraints related to the need to extend an existing line sewer. The area along Lucerne Avenue can take place now, at an R-1 density, using existing 8" sanitary sewer line on Lucerne Avenue.
- Further development of Areas B-1 requires the construction of a sewer pumping station and expansion of the 12" sanitary sewer line from South Avenue. This would be required for R-1 or R-E density.
- Area C - Fair Development of areas C-1 and C-2 requires the construction of a sewer pumping station and extension of the 12" sanitary sewer line from South Avenue and Lucerne and continuation of an 8" water sewer main grid along Jensen Road.
- Development of Area C-3 can occur with continuation of the existing 8" water main grid along Jensen Road, North Avenue and future streets north and west of North Avenue and Jensen Road.
- A new water well would be required after partial development of Areas B-1 and C-3.

H. HOUSING GOALS

The principal goals concerning housing for the City of Gustine are as follows:

1. To provide decent housing in a satisfying environment for all persons regardless of age, race, sex, marital status, ethnic background, sources of income or other arbitrary factors.
2. To provide housing selection by location, type, price and tenure.
3. To provide for the development of a balanced residential environment with access to employment opportunities, community facility and adequate services.
4. To encourage planned growth in the City by designating suitable sites for residential development.
5. To improve and conserve existing residential areas and housing stock.
6. To reduce residential energy use within the City and to help decrease housing costs and conserve the resource.

I. HOUSING OBJECTIVES

1. Promote and Insure the Provision of Housing To All Income Groups

a. Analysis of Objective

- i. High increases in housing costs and slower increases in family income have caused a burden on income to afford housing.
- ii. New housing starts in recent years have been slow and predominantly directed to above median income families causing less housing for lower income groups.

b. Policies Related to Objective

- i. Encourage programs that provide housing for all income groups.
- ii. Seek Federal and State grants for use in providing and maintaining low-moderate income housing.

- iii. Encourage innovations in housing type and site design including mobile and modular housing.
- iv. Seek housing assistance and encourage programs for the elderly.
- v. Use zoning and land use controls flexibly to accommodate low income housing.
- vi. Discourage excessive concentration of lower income groups which contribute to income segregation.

2. Conserve and Maintain the Housing Stock

a. Analysis of Objective

- i. Because of the increase in costs and low availability of housing, all housing units are vital to meeting housing needs in the community.
- ii. Older units can be rehabilitated for use by lower income groups.
- iii. Lower income residents are least able and require assistance to maintain a home.

b. Policies Related to Objective

- i. Housing Codes and Building Standards should be enforced throughout the life of the housing unit before cumulative maintenance and neglect place the cost of rehabilitation above affordability.
- ii. Federal and State grants should be used for rehabilitation.
- iii. Educational and technical assistance should be provided for maintenance, landscaping and repairs to all households.
- iv. Tools and equipment could be made available to low income groups through nonprofit or publicly-assisted programs.

3. Stability, Desirability and the Appearance of Neighborhoods should be preserved

a. Analysis of Objective:

- i. Neighborhood appearance is essential to neighborhood price and vice-versa.

- ii. Neighborhood appearance can affect financing and the location of new homes.
- iii. Negative appearance can lead to over concentration of lower income groups, blighted and slum conditions.
- iv. Allowing rezoning to commercial and industrial uses within residential areas can lead to undesirable neighborhoods.

b. Policies Related to Objective

- i. Follow conservation policies of Objective "2".
- ii. Encourage preservation of important neighborhood features and characteristics.
- iii. Use effective weed abatement.
- iv. Remove delapidated units beyond the possibility of repair.
- v. Carry on a positive public works and parks program to improve appearance and quality of neighborhoods.
- vi. Discourage non-compatible zoning and land use which may affect neighborhood vitality.

4. Use Innovative and Effective Land Use to Facilitate Efficient Community Design and Functions

a. Analysis of Objective

- i. Improve centralization, attraction and vitality of the downtown.
- ii. Continue rejuvenation of older areas to improve and stabilize appearance and desirability.
- iii. Vacant lands should be infilled to promote efficient use of public services and maximize the investment in existing public facilities.
- iv. Innovative design can mix types of housing and provide a more effective use of open space.

b. Policies Related to Objective

- i. Encourage use of the "planned unit development" concept.
- ii. Consider innovative design to lower development costs and provide more affordable housing units.
- iii. Use flexible zoning regulations to enable transfer of over-zoned or non-compatible land uses to residential or effective land uses.
- iv. Discourage "leap frog" development which limits accessibility of public services for contiguous undeveloped land and increases energy consumption.
- v. Discourage developments in the fringe area of the City without urban type of standards and services, such as sewer, water and fire protection.
- vi. Mobile home parks should be developed with aesthetic qualities through subdivision review.

5. Use Effective Public Infrastructure to Accommodate Housing to the Most Effective and Efficient Means to Provide Housing for all Income Groups

a. Analysis of Objective

- i. The waste water treatment plant will be expanded but location of housing will affect the adequacy of sewer collection lines.
- ii. Problems of storm drainage, water and accessibility will affect the location and availability of housing.
- iii. Public improvements should be based on the comprehensive needs of the community, including housing, commercial and industrial uses.

b. Policies Related to Objective

- i. More multi-family land is needed to be zoned near the downtown and elsewhere.
- ii. Suitable land for subdivisions should be encouraged in areas where there are the least constraints and public facilities are accessible and have capacity to accept growth.

- iii. New developments should be encouraged where services are easily obtained.
6. Using Housing Element Data and Policies (General Plan) as Source for all Governmental Decisions Concerning Housing
- a. Analysis of Objective
 - i. The Housing Element, as part of the General Plan, should reveal the community's policies concerning land use decisions.
 - ii. Too many decisions are based on shallow and limited evaluations concerning broad effects.
 - b. Policies Related to Objective
 - i. Support for needed housing should be based on the Housing Element material and data.
 - ii. Zoning, site plan, conditional uses, and capital improvement programs should be evaluated according to the Housing Element policies and assessments.
 - iii. Review the Housing Element every five years to evaluate progress toward attaining stated goals, objectives and policies.
7. Energy Conservation Should be a Major Concern in the Provisions of Housing
- a. Analysis of Objective
 - i. Conservation programs help offset increasing costs and the depletion of reserves of non-renewable sources of energy.
 - ii. More efficient and renewable energy resources, such as solar and wind power, should be encouraged where feasible.
 - iii. Low-density residential and leap-frog developments have contributed to excessive automobile dependence.

b. Policies Related to Objective

- i. More efficient use of land and higher density development should be encouraged.
- ii. Local government should support incentives to develop the use of solar heating.
- iii. Filling of vacant lands within the City should be encouraged to make more effective use of transportation.
- iv. The possibility and feasibility of public transportation should be the constant concern of the City.

J. HOUSING OBJECTIVES, POLICIES AND IMPLEMENTATION PROGRAMS

The Implementation Section of the Gustine Housing Element to the General Plan expresses the intent of the community to move forward in a definite series of actions to provide decent and safe housing in the community. It is apparent that housing, its cost and availability, is one of the most complex of commodities. Some of the factors involved in housing availability are affected by local land use and growth policies. However, Federal and State practices and policies combined with financing and market fluctuation also play major roles in the development of housing.

Some of the major steps toward implementing the Gustine Housing Element have been taken. However, it is recognized by the community that the road to meeting the housing challenge is never ending and forever changing.

1. Preservation/Rehabilitation Programs

a. Community Development Block Grant - Rehabilitation and Public Improvements

The Housing and Community Development Act of 1974 provides Federal assistance to communities for the development of housing and related public facilities in meeting the housing needs of lower income groups under the direction of the Department of Housing and Urban Development (HUD)

The City of Gustine has received two block grants under this program in 1975 and 1977. In 1975 water line improvements to a low- and moderate-income target area were accomplished.

In 1977, a two-fold program of public improvements and housing rehabilitation was accomplished. A target area in the Railroad Avenue, Meredith Avenue area was designated because of its housing and population needs. Sewer and water line improvements were done along with housing rehabilitation. This was the first time the City got involved with actual loans to homeowners for housing rehabilitation. Five houses were rehabed under the program. Our rehab program, along with those from other cities, allowed for the establishment of a countywide rehabilitation program which is still operating.

In 1981, the City applied for and received a grant from Bank of America to help in a public facility improvement in a low- and moderate-income area in the Third Avenue, Second Street portion of the City.

b. Building and Housing Codes

The City of Gustine has adopted the Uniform Building and Housing Codes (1979 Edition) published by the International Conference of Building Officials. The codes are provided to protect households with safeguards for life, limb, health, property and public welfare and efficiency by controlling design, construction, quality of materials, size, location and maintenance of all buildings and structures.

The Building Code is designated for construction and repair of housing. The Housing Code is to protect the quality of existing stock.

The Housing Code is difficult to enforce due to its controversial nature. It should be enforced in early stages of the housing life when affordability is greatest. The older housing stock usually filters to low-income groups who have limited resources for maintaining the unit to a standard housing quality.

The Community Development Block Grant program will enable low quality housing to be brought up to a minimal standard and help preserve the housing stock.

Continued concern and research into conservation of energy will be supported which can reduce energy consumption and the burden of costs to all income groups.

c. Weed Abatement and Lot Clean-Up

The City of Gustine practices an extensive program of weed abatement and lot clean-up which affects all areas of the City. The Fire and Police Departments participate in reducing the fire and blighted influences which contribute to neighborhood decline and decay.

2. Land Use Controls

a. Zoning

The City Planning Commission, in 1981, completed a comprehensive revision to the text of the Zoning Ordinance aimed at streamlining procedures and clarifying of ordinance text.

One revision allows for mobile home subdivisions with smaller lot sizes permitting higher housing densities. The new mobile home law, effective July 1, 1981, and provision for second units has been implemented in the City with an ordinance clarifying development standards.

b. Subdivisions

The Subdivision Ordinance was revised at the same time as the Zoning Ordinance. The revision was made for purposes of clarification.

3. Public Services and Facilities

a. Sewage System

An improvement of the City's Sewage Treatment Plant is to be carried out through an Environmental Protection Agency Construction Grant. The project consists of improvements to the existing treatment facilities, construction of an artificial marsh treatment system, disinfection by chlorination, dechlorination with sulfur dioxide and disposal to Los Banos Creek and the San Joaquin River.

The improvement will accommodate residential and industrial development to the year 2005.

b. Drainage

Drainage is one of the key factors in opening up and adequately providing new areas for housing in Gustine. In recognition of this factor, the City adopted an Ordinance requiring an acreage storm

drainage fee to allow for the construction, expansion and reconstruction of its storm drainage system. Although this is an additional fee, in the long run it should allow for more land being opened for housing development.

c. Water

The City has continued to maintain an excellent water system that provides a reliable source of water. Adequate flows and pressures are maintained system-wide, including fire flows.

d. Streets

During the early 1960's, the City invested considerable funds to improve the City streets including curb and gutters in all sections of the City. Today, the City has an active program of on-going street maintenance and improvements. This includes regular street sweeping and street tree maintenance.

e. Community Services

The City is serviced by the Merced Regional Transit System (MARTS), a countywide transportation system. Although the system benefits all county residents, it is primarily designed for elderly and low- and moderate-income residents.

f. Construction Permit Process

The City of Gustine has established a centralized permit process allowing for all permits to be issued from the same office. This allows for better coordination between the different permits and the issue of permits in the least possible time. The cost of permits and processing is kept to the minimum while still providing for adequate review.

4. Housing Programs

Rising construction costs and housing demand have caused great difficulty for people trying to buy, maintain or rent adequate housing. Although local governments can provide adequate zoning, infrastructure, and expedited permit processes, they do not have the financial resources to meet all local housing needs.

To alleviate this problem, there are many types of Federal and State programs designed to meet various local needs. The following programs are the majority of available funding sources:

a. Traditional financing

Available through FHA, private institutions and veteran programs such as VA and CAL-VET. These programs provide loan and/or mortgage insurance to persons meeting specific income criteria. FHA financing assists low- and moderate-income groups. Private institutions finance loans which assist middle- and upper-income families. Veteran programs offer lower interest loans to veterans. Traditional financing has been the primary source of housing capital in Gustine over the years.

b. State programs

California Housing Finance Agency (CHFA) is authorized to sell revenue bonds to generate funds for the development, rehabilitation and conservation of low-income housing. Funds are available to local jurisdictions, housing sponsors and, in some cases, individual home owners as construction and mortgage loans.

c. Federal Programs

The Federal Government has a variety of housing assistance programs with available construction and mortgage loan insurance, rent subsidies and grants. There are several programs suitable to local housing needs:

i. Section 8 Existing

Low-income families occupy existing rental units and receive a federal subsidy. The family pays up to 25% of its annual income for rent and the Department of Housing and Urban Development will supplement their payments up to a fair market rent established for the area (HUD determines the rent at which adequate housing can be obtained within the local area). A local public housing agency (PHA) has the responsibility of administering the Section 8 existing program. This allows low-income families to occupy existing housing at a rent which they can afford.

ii. Section 8 New Construction

In areas where sufficient vacant units do not exist, the New Construction Program may be used. Developers build rental units and maintain ownership. HUD will enter into an assistance payments contract providing tenants for an agreed time period at the established fair market rent.

iii. Community Development Block Grants

On a competitive basis, grants are awarded for local acquisition, clearance and site preparation, redevelopment of housing and improvement of public facilities. They may also be used to leverage private funding by providing for repayment of delinquent loans. In addition, Block Grant funds can be used to establish various forms of funding, including a revolving loan account, household grants and low-interest loans. Once a Block Grant housing program is established, HUD 312 monies may be used to supplement rehabilitation efforts. The 312 program provides a 3% loan, under supervision of the rehabilitation agency, to households for a 20-year term. The City has been able to use this source twice for public improvements and housing rehabilitation.

iv. Federally-Assisted Code Enforcement (FACE)

Section 312 housing rehabilitation program providing 3% loans. Funding is restricted to areas covered under CD Block Grants. Funding is through allocation based on past participation in the Section 312 Program.

v. Section 203 Home Mortgage Insurance

This is the most commonly used HUD/FHA program. HUD will insure 90% of an individual homeowner mortgage for the first \$45,000, decreasing the percentage as the mortgage increases above \$45,000.

Section 235 - A home ownership program for low-income families. A down payment is required and HUD will insure the mortgage while providing a subsidy to lower the interest rate.

Section 202 - Provides low interest loans for new construction or rehabilitation of housing to be occupied by elderly and/or handicapped persons.

Title I Home Improvement Loans - Provides loans for single-family and multi-family residential rehabilitation. Loans are for a maximum of \$15,000 and a fifteen-year term.

vi. Farmers Home Administration (FmHA) - Through the FmHA, low- and moderate-income families in rural areas may obtain homeownership and repair loans.

Loans are also available for the construction of low-income rental units. FmHA often works in conjunction with Self-Help Enterprises, a non-profit organization which provides technical training and supervision, thereby allowing low- and moderate-income families to construct their own homes. Owner labor may be supplemented by Manpower Training, CETA and VISTA. Examples of FmHA assistance programs are as follows:

502 - Provides a homeownership opportunity for low-income rural families. Families meeting FmHA income criteria and unable to obtain financing from traditional sources are eligible for this program. Families receive a low-interest loan for construction of a modest single-family dwelling. The owner may wish to reduce the cost of the house by supplying his own labor, in cooperation with Self-Help Enterprises, during the construction process.

504 - Is a rehabilitation program to remove health and safety hazards. Families meeting the 502 income levels are eligible for loans and grants to rehabilitate their owner-occupied single-family houses.

515 - Provides developers with low-interest loans for construction of rural rental units to be occupied by low-income families. The loan may be for 90% of construction costs and the developer maintains ownership of the rental units. This program was used by private developers to build 38 housing units for the elderly in 1979. Thirty-four more units are proposed using the same 515 program.

d. Local Programs

Limited local housing programs are available as follows:

i. Self-Help Enterprises (S.H.E.)

Is a non-profit organization which provides technical training and supervision allowing low- and moderate-income families to construct or rehabilitate their own homes. Although providing no loans or interest subsidies, S.H.E. assistance provides families with an opportunity to acquire adequate housing that is normally beyond their technical abilities.

e. Program Possibilities for Consideration

The following are some planning techniques which might be considered for additional programs to

address the needs of affordability, accessibility and provision of adequate sites.

Consideration will be given to a serious study of the appropriateness of these procedures for Gustine. Where beneficial, these and other measures could be incorporated into Gustine's Housing Program.

Equity Housing Cooperative - The City could investigate the development of limited equity cooperatives as a means of providing affordable housing.

Under such an arrangement, ownership is retained by a cooperative housing corporation which holds title to the housing units. People buy a membership share in the corporation which gives them the right to occupy a unit in the cooperative. Upon vacating the cooperative, the share must be resold to the corporation for the original investment plus a limited amount of equity. Since the mortgage is held in constant ownership of the corporation, there are no transfer fees, real estate fees, profit or speculation costs in the sale of shares.

Specific Plans - Specific Plans, authorized by Government Code Section 65450, et seq., describe in greater geographic detail than the General Plan. Local agencies are permitted to prepare specific plans and designate the area which is to be covered. Because it is a regulatory tool, a Specific Plan can be used in lieu of zoning for an area.

The intent of preparing a Specific Plan is to specify in advance the kind of development which is best suited to a particular area and to provide the basis for a full environmental review of those designations. A Specific Plan cannot be adopted unless the city or county has a complete General Plan.

To the extent that a developer has a clear indication of what is expected, a more rapid development process can be expected. The intent of the legislation authorizing specific plans is to reduce the uncertainty faced by developers in the development review process, to reduce the processing time for housing and other projects and, therefore, to reduce project costs.

AB 1151 (Roos), Chapter 1207 of 1979, provides that the cost of Specific Plan preparation, including the cost of preparing an EIR, can be charged to developers. The cost is based on an estimate of the

proportionate benefit to be derived by each developer of land covered by a Specific Plan, provided that the aggregate fees may not exceed the cost of preparing the Plan.

Inclusionary Zoning - The use of the zoning power to require that some portion of the units or land in all or certain residential developments be offered at prices or rents below the prevailing market rate has recently become a common technique for encouraging the development of housing affordable to low- and moderate-income people.

In-Lieu Fees - An in-lieu fee can be required as an alternative to the provision of inclusionary units where conditions preclude the development of inclusionary units.

For example, the approach taken in the Model Inclusionary Ordinance is to require that in development of 20 units or less where, due to the extreme cost of development, the planning commission deems that the provision of inclusionary units would constitute extreme hardship, a developer pays an in-lieu fee equivalent to the writedown were an average priced unit built.

Amounts collected pursuant to an in-lieu fee requirements should be designated for low- and moderate-income housing purposes.

Density Bonuses - A "density bonus" is an increase in the maximum density allowed under the local zoning ordinance. For example, if a parcel is zoned so that 100 units can be built, a 25% density bonus would allow for the development of 125 units.

Government Code Section 65915 requires local officials to grant density bonuses or other development incentives to developers who wish to set aside at least 25% of the total units in their proposed developments for persons and families of low- or moderate-income.

If a city or county chooses not to grant the 25% density bonus, it is required to provide at least two other bonus incentives. Allowable "other incentives" are set out in Government Code Section 65915, and can include utilization of federal, state or local monies for purchase of land on which the development will be constructed, and exemption of the development from any local ordinance which could indirectly cause an increase in the cost of the units to be developed.

Resale Controls - Deed restrictions are a form of resale control which bind property owners and their successors in interest in the property to specific actions. A deed restriction that controls the price of a unit on resale is essential to maintain the cost of the unit at an affordable level.

Controlling the resale of inclusionary units through the imposition of deed restrictions is particularly appropriate where units are being produced at the affordable level through the use of government subsidies or through state and local requirements (e.g., inclusionary zoning). In these situations, the low- or moderate-income purchaser is receiving a benefit from government intervention that should be realized by the public-at-large through an expanded lower cost housing supply. The effect of the government subsidy or intervention is severely limited if it benefits only first time low-moderate income purchasers, eventually providing them with windfall profits. Rather, the goal of the governmental activity is to expand the supply of affordable housing by assuring that a sequence of home purchasers over time can benefit from the lower cost of the housing units.

Energy Conservation - Public responsibility must not be in just the area of minimal and mandatory requirements but also in encouraging the use of energy-saving techniques and devices by the public to reduce energy consumption thereby lowering housing costs.

The City will continue to research and review all information on energy conservation, such as the City of Davis Energy Ordinance, and consider implementation of their concepts.

AGENCIES RESPONSIBLE FOR IMPLEMENTATION

Ultimately the City of Gustine is responsible for implementing the housing element. Although the City does not have the financial resources to provide for all the housing needs, it can be the lead agency in directing State, Federal and private funds into housing. Since Gustine is a small city with limited management staff, other agencies will need to assist Gustine in accomplishing the goals of the housing element. In this respect, intergovernmental coordination is essential. Appendix A sets forth a matrix table indicating the responsible person or agency to implement the City's housing programs.

TIME FRAME FOR IMPLEMENTATION

Implementation of this document is already proceeding, but the final completion of the objectives are determined by many factors including the main one - financial resources. With knowledge of the current financial situation, meeting all the housing needs within five years is probably not possible. Work toward meeting the housing needs will certainly take place. It is important that review of the progress be accomplished at set intervals. The five year period should be the latest date for such a review. Appendix A sets forth a matrix table indicating the timeframe to implement the City's housing programs.

PROVISIONS FOR UPDATE

The Housing Element to the Gustine General Plan will be updated as the need dictates, but not less than every five years.

CITIZEN PARTICIPATION

The Housing Element to the Gustine General Plan was developed through a process that allowed for all citizens of the community an opportunity for input. Citizens were kept informed of the Housing Element development and were provided opportunities for review and comment.

At the beginning of the Housing Element process, announcements were made at several public meetings about its preparation.

When the draft Housing Element was complete, the Gustine Planning Commission reviewed the document at their regular meeting on April 3, 1985. Two public hearings were held by the Planning Commission on the Draft Housing Element and one public hearing by the City Council. Additional public participation will be encouraged in the hearings that will be held by the Planning Commission and the City Council prior to the adoption of the Housing Element.

Other agencies that were contacted during the preparation of this Housing Element included the Merced County Planning and Building Departments and the State Department of Housing and Community Development.

APPENDIX V A

HOUSING ELEMENT IMPLEMENTATION STRATEGY

HOUSING ELEMENT IMPLEMENTATION STRATEGY

ACTIVITY	RESPONSIBLE PERSON AGENCY*	IMPLEMENTATION YEAR					
		85	86	87	88	89	90
1. Preservation/Rehabilitation Programs							
a. CDBG Block Grant	1						
b. Building & Housing Codes	1		X		X		X
c. Weed Abatement & Lot Clean up	1		----ON GOING----				
2. Land Use Controls							
a. Zoning	1		----ON GOING----				
b. Subdivisions	1		----ON GOING----				
c. Annexations & General Plan	1	X					X
3. Public Services & Facilities							
a. Sewer System	1/2		----ON GOING----				
Improvement to Treatment Plant	1	X	X				
b. Drainage	1/2		----ON GOING----				
c. Water	1/2		----ON GOING----				
d. Streets	1		----ON GOING----				
e. Community Services	1/3		----ON GOING----				
f. Construction Permit Process	1						
4. Housing Programs							
a. Traditional Financing (120 units)	2/5/6		----ON GOING----				
b. State Programs (38 units)	1/2/3/4/5/6		----ON GOING----				

*Responsible Persons/Agencies

1. City (City Manager)
2. Private Developers
3. Merced County Housing Authority
4. Non Profit Organizations
5. Banks & Financing Institutions
6. Federal/State Agencies

HOUSING ELEMENT IMPLEMENTATION STRATEGY

ACTIVITY	RESPONSIBLE PERSON AGENCY*	IMPLEMENTATION YEAR					
		85	86	87	88	89	90
c. Federal Programs							
(1) Section 8 Existing (20 units)	1/2/3/6		X				X
(2) Section 8 New Const. (40 units)	1/2/6	----	ON	GOING	----		
(3) CDBG Rehab. (30 units)	1/6		X				X
(4) FACE		----	NOT	ELIGIBLE	----		
(5) HUD 202-235-202 Title I (30 units)	2/5/6		----	ON	GOING	----	
(6) FmHa 502-504-515 (60 units)	1/2/3/4/5/6		----	ON	GOING	----	
d. Local Programs							
(1) Self Help Enterprises	1/4/6						
(2) Community Action Agency Weatherization	1/4/6		----	ON	GOING	----	
(3) P.G.& E. Z.I.P. (12 units)	4/6		----	ON	GOING	----	
e. Program Possibilities							
(1) Equity Housing Cooperative	1/2/4/6						
(2) Specific Plans	1/2		----	ON	GOING	----	
(3) Inclusionary Zoning	1/2		----	STUDY	----		
(4) In-Lieu Fees	1/2		----	STUDY	----		
(5) Density Bonuses	1/2		----	ON	GOING	----	
(6) Resale Controls	1		----	STUDY	----		
(7) Energy Conservation	1/2/5/6		----	STUDY	----		

*Responsible Persons/Agencies

1. City (City Manager)
2. Private Developers
3. Merced County Housing Authority
4. Non Profit organizations
5. Banks & Financing Institutions
6. Federal/State Agencies

VI. NOISE ELEMENT

NOISE ELEMENTINTRODUCTION

The Noise Element of the Gustine General Plan provides a basis for controlling and abating environmental noise within the community and for protecting citizens from excessive exposure to it. The Noise Element presents information on existing and anticipated noise levels and sets forth the City's goals, objectives, policies and implementation programs aimed at achieving a healthful community noise environment.

A. DEFINITIONS

The following are definitions of terms used in this Noise Element. The definitions reflect those utilized in the State's Noise Element Guidelines.

1. Ambient Noise Level - The composite of noise from all sources near and far. In this context, the ambient noise level constitutes the normal or existing level of environmental noise at a given location.
2. A-Weighted Sound Level - The sound pressure level in decibels as measured on a sound level meter using the A-weighting filter network. The A-weighting filter deemphasizes the very low and very high frequency components of the sound in a manner similar to the response of the human ear and gives good correlation with subjective reactions to noise.
3. CNEL, Community Noise Equivalent Level - The average equivalent A-weighted sound level during a 24-hour day, obtained after addition of five decibels to sound levels in the evening from 7 pm to 10 pm and after addition of ten decibels to sound levels in the night before 7 am and after 10 pm.
4. Decibel, dB - A unit for describing the amplitude of sound, equal to 20 times the logarithm to the base 10 of the ratio of the pressure of the sound measured to the reference pressure, which is 20 micropascals (20 micronewtons per square meter).

5. Equivalent Energy Level, Leq - The sound level corresponding to a steady state sound level containing the same total energy as a time varying signal over a given sample period. Leq is typically computed over 1, 8 and 24-hour sample periods.
6. Ldn, Day-Night Average Level - The average equivalent A-weighted sound level during a 24-hour day, obtained after addition of ten decibels to sound levels in the night before 7 am and after 10 pm.
7. Lmax - The maximum A-weighted noise level recorded during a noise event.
8. Ln - The sound level exceeded "n" percent of the time during a sample interval. L10 equals the level exceeded 10 percent of the time (L90, L50, etc.)
9. Noise Exposure Contours - Lines drawn about a noise source indicating constant energy levels of noise exposure. CNEL and Ldn are the descriptors utilized herein to describe community exposure to noise.

B. EXISTING AND PROJECTED NOISE CONDITIONS

Most of the land and urban development within the Gustine Planning Area is not subject to existing or projected significant noise levels. The only noise impacted areas [where the noise levels exceed Ldn (CNEL) 60 or greater] are along State Highway 33, and in the vicinity of some of the existing industries. The airport is located away from existing and expected future noise-sensitive land uses; and there is an insignificant community noise impact from railroad operations because of their low speed and infrequent occurrence.

C. NOISE GOALS AND OBJECTIVES

1. Provide sufficient noise exposure information in the General Plan so that existing and potential noise impacts may be effectively addressed in the land use planning and project review processes.
2. Develop and implement effective strategies to abate and avoid excessive noise exposures in the community by requiring that effective noise mitigation measures be incorporated into the design of new noise generating and new noise sensitive land uses.
3. Protect areas within the City of Gustine planning area where the present noise environment is deemed acceptable.

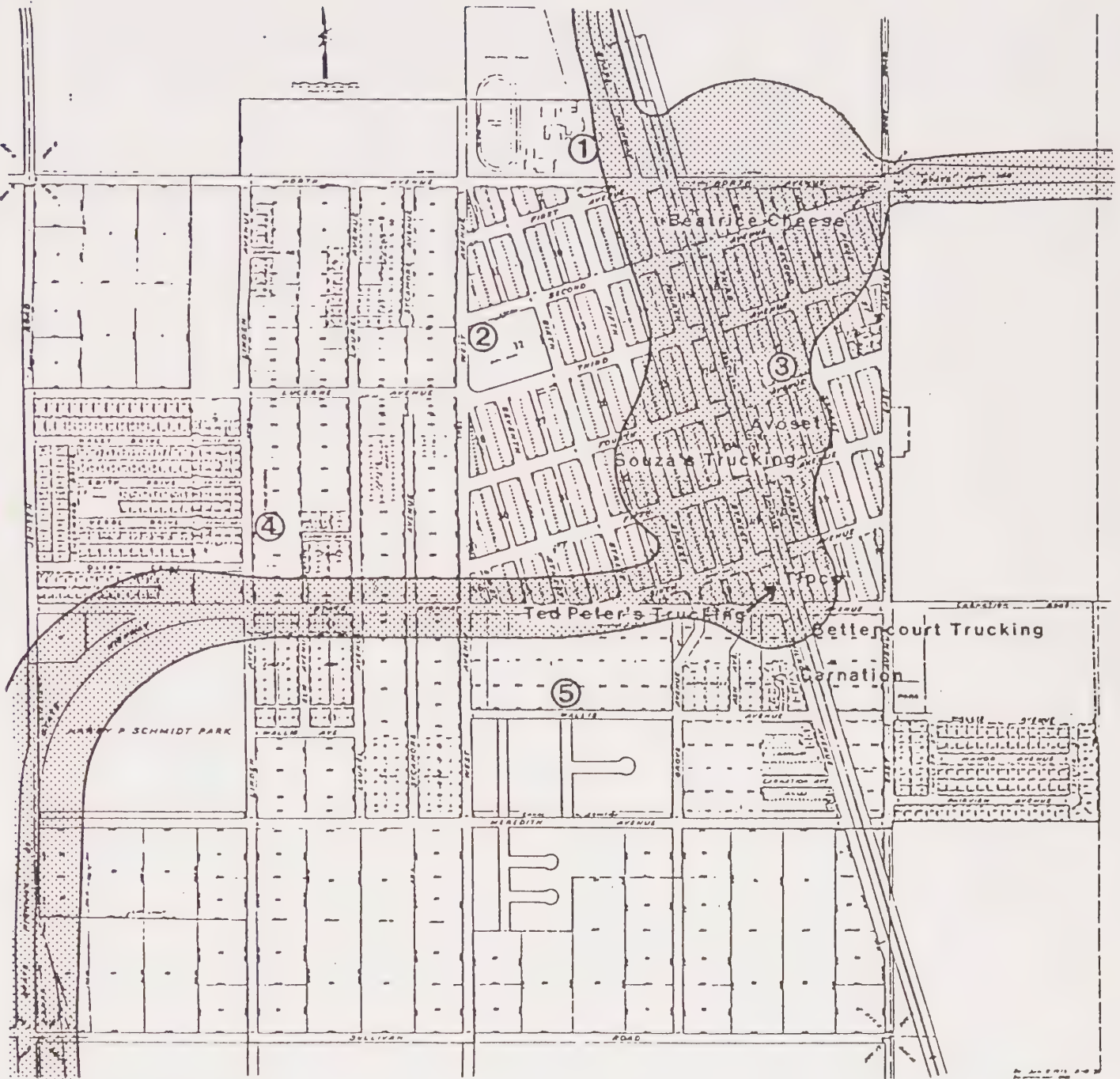
D. NOISE POLICIES AND IMPLEMENTATION MEASURES

1. Areas within the City of Gustine exposed to existing or projected future exterior noise levels exceeding Ldn 60 dB are designated noise-impacted areas (See Figure 8).
2. New development of residential or other noise sensitive land uses shall not be permitted in noise-impacted areas unless effective mitigation measures are incorporated into the project design to reduce noise levels in outdoor activity areas to Ldn 60 dB or less and interior noise levels to Ldn 45 dB or less. In areas where it is not possible to reduce exterior noise levels to Ldn 60 dB or less, using a practical application of the best available noise-reduction technology, an exterior noise level of up to Ldn 65dB may be allowed. Under no circumstances shall interior noise levels exceeding Ldn 45 dB, with the windows and doors closed, be permitted.
3. Where the development of residential or other noise-sensitive land uses is proposed for a noise-impacted area, an Acoustical Analysis shall be required. The Acoustical Analysis shall be the responsibility of the applicant, and demonstrate that the standards of D,2 above will not be exceeded by the project. If the standards cannot be met, the applicant must provide a sufficient rationale for acceptance of the project.
4. The City shall enforce the State Noise Insulation Standards (California Administrative Code, Title 25) and Chapter 35 of the Uniform Building Code concerning the construction of new multi-family dwellings, such as hotels, apartments, and condominiums.
5. New equipment and vehicles purchased by the City shall comply with noise performance standards consistent with the best available noise reduction technology
6. Noise exposure information developed during the community noise survey, described in the appendix to this Element, shall be used as a guideline for the development of an effective noise control ordinance to assist the City of Gustine in controlling future increases in community noise levels, in addressing noise complaints, and to provide local industry with noise level criteria for future development and equipment modifications.
7. The City Police Department shall actively enforce existing sections of the California Vehicle Code relating to mufflers and modified exhaust systems. The City shall

request assistance from the California Highway Patrol for state highways in the City.

8. The City shall periodically review and update the Noise Element to ensure that noise exposure information and specific policies are consistent with changing conditions within the community.

Community Noise Survey Monitoring Sites
& Generalized Ldn 60 dB Contours
Gustine, California



BBA

APPENDIX VI A

COMMUNITY NOISE ASSESSMENT

INTRODUCTION

Brown-Buntin Associates (BBA) has prepared the following community noise assessment as part of a Noise Element for the City of Gustine General Plan. The purpose of the Noise Element is to protect local citizens from the harmful effects of excessive exposure to noise as summarized in the following general goals and objectives.

1. Provide sufficient noise exposure information in the General Plan so that existing and potential noise impacts may be effectively addressed in the land use planning and project review processes.
2. Develop and implement effective strategies to abate and avoid excessive noise exposures in the community by requiring that effective noise mitigation measures be incorporated into the design of new noise generating and new noise sensitive land uses.
3. Protect areas within the City of Gustine sphere of influence where the present noise environment is deemed acceptable.

BACKGROUND

The contents of a Noise Element and the methods used in its preparation have been determined by the requirements of Section 65302 (g) of the California Government Code and by Guidelines for the Preparation and Content of Noise Elements of the General Plan adopted and published by the California Office of Noise Control (ONC) in 1976. As adopted, the ONC Guidelines require that certain major noise sources and areas containing noise sensitive land uses be identified and quantified by preparing generalized noise exposure contours for current and projected conditions within the community. Contours may be prepared in terms of either the Community Noise Equivalent Level (CNEL) or the Day-Night

Average Level (L_{dn})* which are both descriptors of total noise exposure at a given location for an annual average day. It is intended that the noise exposure information developed for the Noise Element be incorporated into the General Plan to serve as a basis for achieving land use compatibility within the community. It is also intended that noise exposure information be used to provide baseline levels and noise source identification for use in the development and enforcement of a local noise control ordinance.

According to the Noise Element Requirements and ONC Guidelines, the following major noise sources should be considered in the preparation of a Noise Element:

1. Highways and freeways
2. Primary arterials and major local streets
3. Railroad operations
4. Aircraft and airport operations
5. Local industrial facilities
6. Other stationary sources

Noise sensitive areas to be considered in the Noise Element should include areas containing the following noise sensitive land uses:

1. Schools
2. Hospitals
3. Rest homes

* For an explanation of the terminology used in this report refer to Appendix A: "Acoustical Terminology."

4. Long-term medical or mental care facilities
5. Other uses deemed noise sensitive by the local jurisdiction

EXISTING AND FUTURE NOISE ENVIRONMENT

Major Noise Sources

Based on discussions with Valley Planning Consultants project staff regarding potential major noise sources, and the results of field studies by BBA, it was determined that there are three major sources of community noise within the City of Gustine sphere of influence. These sources are State Highways, railroad operations and local industrial activities. The City of Gustine Airport is located east of town and away from existing or expected future noise-sensitive land uses. Specific noise sources selected for study are listed below:

1. State Highways;
 - . State Highway 33
 - . State Highway 140
2. Railroad operations;
 - . Southern Pacific Transportation Company
3. Industrial facilities;
 - . Beatrice Cheese (Beatrice Foods Company)
 - . Souza's Milk Transportation Company
 - . Bettencourt Trucking
 - . Carnation
 - . Tipco Warehouse, Inc.
 - . Avoset Food Corporation
 - . Ted Peters Trucking, Inc.

A combination of noise monitoring and analytical noise modeling techniques was used to develop generalized L_{dn} noise contours around the major noise sources identified above for existing (1984) and future (2000) conditions.

Analytical noise modeling techniques generally make use of source-specific data including average levels of activity, hours of operation, seasonal fluctuations, and average levels of noise from source operations. Analytical methods have been developed for a number of environmental noise sources including roadways, railroad line operations, railroad yard operations, industrial plants and aircraft/airport operations. Such methods will produce reliable results as long as data inputs and assumptions are valid for the sources being studied. The analytical methods used in this report closely follow recommendations made by ONC, and were supplemented where appropriate by field-measured noise level data to account for local conditions within the Gustine area. It should be noted that the noise exposure contours presented in this report are based upon annual average conditions, and are not intended to be site-specific where local topography, vegetation or intervening structures may significantly affect noise exposure at a particular location.

State Highways

The Federal Highway Administration (FHWA) Highway Traffic Noise Prediction Model (FHWA-RD-77-108) was used to develop L_{dn} contours for State Highways within the Gustine sphere of influence. The FHWA Model is the analytical method presently favored by most state and local agencies, including Caltrans, for traffic noise prediction. The FHWA Model is based upon reference energy emission levels for automobiles, medium trucks and heavy trucks, with consideration given to vehicle volume, speed, roadway configuration, distance to the receiver and the acoustical characteristics of the site. The FHWA Model was developed to predict hourly L_{eq} values for free-flowing traffic conditions, and is generally considered to be accurate within plus or minus 1.5

dB. To predict L_{dn} values it is necessary to determine the hourly distribution of traffic for a typical 24-hour day and adjust the traffic volume input data to yield an equivalent hourly traffic volume.

Traffic data for existing and future conditions were obtained from Caltrans as summarized in Table I. The day/night distribution of traffic reported in Table I is based upon traffic counts performed by Caltrans in the Gustine area in November 1984. Future projections of annual daily traffic volumes are based upon a yearly growth factor of 2.7% which is the five-year average for 1978-1983. Using data from Table I and the FHWA methodology, traffic noise levels as defined by L_{dn} were calculated for existing (1984) and projected future (2000) traffic volumes. Distances from the center of the roadway to L_{dn} contour values of 70, 65 and 60 dB are summarized in Table II. It should be noted that since calculations did not take into consideration shielding caused by local buildings or topographical features, the distances reported in Table II should be considered as worst-case estimates of noise exposure along roadways in the community.

TABLE I

Traffic Data
State Highways

Description	1984	*2000
Highway 33/140 (through town)		
AADT	5650	8650
Day/Night Split	85%/15%	85%/15%
Medium Trucks	4.9% AADT	4.9% AADT
Heavy Trucks	5.9% AADT	5.9% AADT
Speed	35-55 MPH	35-55 MPH
Highway 33 (north of junction with Hwy 140)		
AADT	3080	4700
Day/Night Split	85%/15%	85%/15%
Medium Trucks	4.9% AADT	4.9% AADT
Heavy Trucks	5.9% AADT	5.9% AADT
Speed	35-55 MPH	35-55 MPH
Highway 140 (east of junction with Hwy 33)		
AADT	2570	3950
Day/Night Split	85%/15%	85%/15%
Medium Trucks	3.5% AADT	3.5% AADT
Heavy Trucks	3.5% AADT	3.5% AADT
Speed	40-55 MPH	40-55 MPH

* Future (2000) projections based upon an annual growth factor of 2.7%.

Source: Caltrans

TABLE I

DISTANCE (FEET) FROM CENTER OF
ROADWAY TO L_{dn} CONTOURS

Description	70 dB	1984		70 dB	2000	
		65 dB	60 dB		65 dB	60 dB
State Highway 33/140 (through town)						
@ 55 MPH	52	111	239	68	148	318
@ 35 MPH	29	62	134	38	83	178
State Highway 33 (north of junction with Hwy 140)						
@ 55 MPH	34	74	160	46	98	212
@ 35 MPH	19	41	89	26	55	118
State Highway 140 (east of junction with Hwy 33)						
@ 55 MPH	25	54	116	33	72	154
@ 40 MPH	16	35	74	21	46	99

Source: Brown-Buntin Associates

Railroad Operations

Railroad operations within the City of Gustine are composed of through-freight and local switching operations on the Southern Pacific Transportation Company line which runs through the eastern part of town. According to the Chief Dispatcher's office in Tracy, the average number of railroad operations through Gustine for a typical week is one southbound train three times per week, and one northbound train three times per week. All trains run during the daytime (7:00 a.m. - 10:00 p.m.) hours. Trains are usually composed of one or two locomotives with approximately 20

cars. Average speed is 25-30 miles-per-hour. Railroad operations are not expected to change significantly within the foreseeable future.

Noise measurements were conducted in Gustine on January 28, 1985 to obtain noise level data for typical railroad operations in the community. Noise levels were measured at a distance of 120 feet from the center of the tracks near the Third Avenue grade crossing. During the measurements, a southbound train dropped its cars north of town to complete switching movements at local industrial sites throughout town. Later, the locomotives returned to pick up the rest of the train and to proceed southbound through town. The maximum noise level measured for the train's horn was 97 dBA. Maximum noise levels for the locomotives and cars ranged from 70-82 dB. A time history for a passby by the locomotives during switching movements is shown in Figure 1. In terms of L_{dn} , noise levels from railroad operations in the community are insignificant (less than 50 dB at 100 feet) due to their low speed and infrequent occurrence. Noise levels from individual train movements would be expected to result in only short-term impacts on residents located near the tracks.

Industrial Facilities

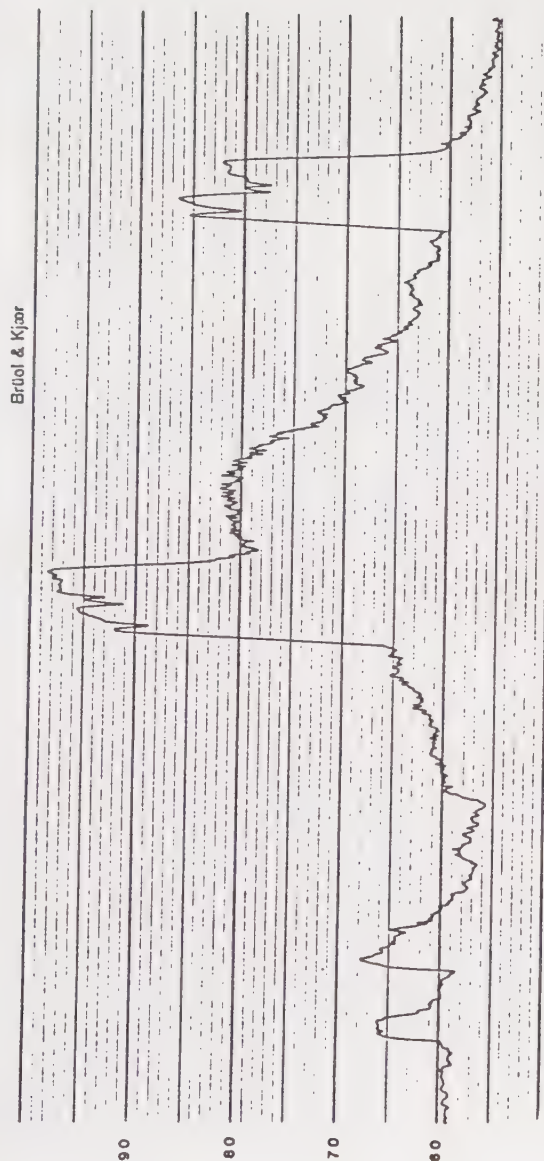
Noise exposure information for local industrial facilities was developed from operational data obtained from plant operators, and from noise level data obtained at reference locations around the plants. Consistent with the L_{dn} methodology, a 10 dB penalty was added to noise levels occurring at night (10:00 p.m. - 7:00 a.m.) where applicable. In discussing future operations with plant operators it was readily apparent that too many variables exist to allow meaningful projections of future activity or noise levels. It is recommended that detailed studies of current source operations and noise levels be conducted whenever potentially noise sensitive land uses are proposed for areas near existing industrial or commercial facilities.

Figure 1

A-weighted Noise Level vs. Time
S.P.R.R. • Gustine, California

Date: 1/28/85
Chart Speed: 0.3 cm/sec.

Level, dBA



BBA

A. Beatrice Cheese (Beatrice Foods Company)

The Beatrice Cheese plant in Gustine produces cheese and whey powder as a by-product of the cheese processing operation. Major noise sources at the plant are the dryer, cooling towers, fans, boilers, compressors and truck loading and unloading activities. Noise measurements were conducted at six locations around the plant at approximately 1:00 p.m. and 11:30 p.m. on Monday, January 28, 1985. Based upon these measurements and reported operating hours, the generalized L_{dn} 60 dB contour for the facility with both the cheese plant and whey powder production equipment in operation is located approximately 825 feet from the center of the plant. This is representative of a worst-case condition. It is unknown what future changes may occur in plant operations or equipment which could alter noise levels generated by the plant.

Source: Mr. John Krein, Assistant Plant Manager

B. Souza's Milk Transportation Company

Souza's Milk Transportation Company is a truck loading and maintenance facility which operates 24-hours per day and seven days per week. Maintenance activities are generally conducted between the hours of 8:00 a.m. and 5:00 p.m. Truck departures normally begin at approximately 4:00 a.m. According to company management, there may be up to 10 trucks parked in the terminal area at any one time. Major noise sources associated with this operation include arriving and departing trucks and the operation of truck-mounted refrigeration equipment at all hours of the day and night. During measurements conducted at approximately 11:00 p.m. on January 28, 1985 it was noted that three trucks were parked in the terminal area. Two of these appeared to have refrigeration units in operation. Based upon noise measurements obtained at this time, and the assumption that the operation observed on January 28, 1985

is typical of annual average conditions at the facility, the generalized L_{dn} 60 dB contour would be located at approximately 550 feet from the center of the facility. Since noise levels associated with this operation are generated relatively close to the ground, noise levels would be significantly attenuated by surrounding buildings. This would be especially true west of the facility.

Source: Mr. Charles Souza, Co-Owner

C. Bettencourt Trucking

This is a truck parking and maintenance facility which operates between the hours of 8:00 a.m. and 6:00 p.m. Truck departures and arrivals generally occur between the hours of 5:30 a.m. and 8:00 p.m. Noise generating equipment located at the facility would include compressors and power tools. Noise generating activities typically do not occur at night. There are no major stationary noise sources associated with the operation of this facility.

Source: Mr. Gary O'Rear, Mechanic

D. Carnation

The Carnation plant in Gustine processes and packages evaporated milk. Hours of operation for the evaporation process are 2:00 a.m. to 12:00 noon. Packaging occurs between the hours of 6:00 a.m. and 6:00 p.m. The plant normally operates Monday through Saturday with Wednesday off for cleaning and maintenance. Major noise generating equipment associated with plant operations include the evaporator, compressors, boilers and conveyors. Occasionally steam is released by a pressure relief valve on the boiler system. Noise measurements conducted on January 28, 1985 indicated that the major source of noise on the outside of the plant building was the truck unloading and cleaning operation. Based upon these

measurements and reported operating hours, the generalized L_{dn} 60 dB contour is located approximately 150 feet from the truck unloading area. This should not be considered a significant source of noise in the community.

Source: Mr. Bruce Foreman, Plant Manager

E. Tipco Warehouse, Inc.

This is a milk storage warehouse. Noise levels are generated by the movement of trucks between the warehouse and local food processing plants, and by forklifts used to unload trucks. Normal hours of operation are 6:30 a.m. to 9:00 p.m. Noise measurements conducted on January 28, 1985 indicated that this is not a significant source of noise within the community.

Source: Mr. Ted Peters

F. Avoset Food Corporation

This is a food processing plant which packages whipping cream, fruit juices, salad dressings and other food products. The plant operates 24 hours per day and five to seven days out of the week depending upon product demand. Peak seasons are November through December and March through April. Major sources of noise noted during the January 28, 1985 measurements included a fan on the east side of the building and truck loading and unloading activities on the west side of the building. Also noted were noise levels generated by air curtains when the doors to the plant were open for loading or unloading activities. According to the plant management, three to five trucks may be in the loading dock area at any one time. Of these, approximately two to three trucks may have their refrigeration units in operation. Normal hours of loading are 7:00 a.m. to 7:00 p.m. Based upon noise level measurements obtained on January 28, 1985, and the above described level of operations, the generalized L_{dn} 60 dB contour is located at approximately 300 feet from

the loading dock area and approximately 200 feet from the raw materials unloading area. Due to the location of the plant building on the north and east sides of the truck loading and unloading areas, noise levels would be significantly attenuated in these directions.

Source: Mr. Steve Colburn, Plant Manager

G. Ted Peters Trucking, Inc.

Ted Peters Trucking, Inc. is a truck refueling facility with a public scale. Normal hours of operation are 6:30 a.m. to 7:00 p.m. Sources of noise would include the movement of trucks to and from the facility, and the operation of truck-mounted refrigeration units while trucks are parked at the facility. During the noise measurements conducted on January 28, 1985, one truck with a refrigeration unit in operation was observed parked at the facility overnight. According to company management, this is typical of normal operations at the facility. During normal business hours, there may be two to three trucks parked at the facility. Based upon noise level measurements obtained on January 28, 1985 and the above-described operational data, the generalized L_{dn} 60 dB contour is located at approximately 400 feet from the center of the parking area.

Source: Mr. Lowell Peters, Co-Owner

Noise Sensitive Areas

The following noise sensitive land uses have been identified within the City of Gustine sphere of influence.

A. Residential Areas

- . All dwellings including single-family, multi-family, mobile homes, etc.

B. Schools

- . Holy Ghost Catholic School
- . Gustine Elementary School
- . Gustine Union High School

C. Parks and Recreational Areas

- . Gustine City Park
- . Harry P. Schmidt Park

As required by the Government Code and ONC Guidelines, a community noise survey was conducted to document noise exposure in areas of the community containing noise sensitive land uses. Noise monitoring sites were selected to be representative of typical conditions in areas of the community where such uses are located. Noise monitoring was conducted on January 28, 1985, during the day, evening and night so that reasonable estimates of L_{dn} could be prepared. Noise monitoring equipment consisted of a Digital Acoustics DA607p Environmental Noise Analyzer equipped with a Genrad Type 1962-9602 1/2" microphone. The measurement system was calibrated in the field prior to use with an acoustical calibrator, and complies with all applicable requirements of the American National Standards Institute (ANSI) for Type I (Precision) sound level meters. Noise monitoring sites are shown on a map of the study area in Figure 2. Measured noise levels and estimated L_{dn} values are summarized in Table III. Figure 3 shows the statistical distribution of noise levels and time histories for samples obtained during the day at the five community noise survey monitoring sites.

TABLE IV

SUMMARY OF MEASURED NOISE LEVELS AND ESTIMATED
DAY-NIGHT AVERAGE LEVELS (L_{dn}) IN AREAS
CONTAINING NOISE SENSITIVE LAND USES

Site #	Description	L_D	L_N	L_{dn}
1	Gustine Union High School	53 dBA	44 dBA	53 dB
2	Gustine City Park	51 dBA	43 dBA	52 dB
3	Fourth Ave. @ Second St.	54 dBA	53 dBA	60 dB
4	Holy Ghost Catholic Church	50 dBA	39 dBA	50 dB
5	Gustine Elementary School	48 dBA	42 dBA	50 dB

L_D : L_{eq} during daytime (7:00 a.m.-10:00 p.m.) hours.

L_N : L_{eq} during nighttime (10:00 p.m.-7:00 a.m.) hours.

Source: Brown-Buntin Associates

COMMUNITY NOISE EXPOSURE INVENTORY

A community noise exposure inventory was prepared based upon the number of homes located within noise impacted areas and the average number of persons per dwelling unit for the Gustine area. Since most noise generating activities occur near the downtown area and community growth and development trends are directed to the south and west of this area, significant changes in the number of persons exposed to noise levels exceeding L_{dn} 65 or 60 dB are not expected in the future. Table IV summarizes the results of the noise exposure inventory.

TABLE V

APPROXIMATE NUMBER OF PERSONS
RESIDING IN NOISE IMPACTED AREAS

	1984	2000
L_{dn} equals or exceeds 60 dB	505	/00

Source: Valley Planning Consultants
Brown-Buntin Associates

DISCUSSION AND RECOMMENDATIONS





The foregoing sections of the report have provided an assessment of existing (1984) and projected (2000) community noise levels within the City of Gustine sphere of influence.

Noise contours shown in Figure 2 are intended to illustrate the general location and extent of noise levels exceeding L_{dn} 60 dB for existing and projected future conditions within the community. Such contours are worst-case estimates of noise exposure in the community since they do not take into consideration local shielding from intervening buildings, vegetation or topography. It is intended that these contours be used by the City of Gustine as a guide in the planning of future land uses and zoning, and as a screening tool for evaluating development proposals involving noise sensitive land uses.

Figure 4 is provided as a guide concerning the sensitivity of different land uses to their noise environment. It is intended to illustrate the range of noise levels which will allow the full range of activities normally associated with a given land use. For example, exterior noise levels in the range of L_{dn} 50-60 dB are generally considered acceptable for residential land uses, since these levels will usually allow normal outdoor and indoor

Figure 4

LAND USE COMPATABILITY FOR COMMUNITY NOISE ENVIRONMENTS

LAND USE CATEGORY	COMMUNITY NOISE EXPOSURE L _{dn} OR CNEL, dB						INTERPRETATION
	55	60	65	70	75	80	
RESIDENTIAL - LOW DENSITY SINGLE FAMILY, DUPLEX, MOBILE HOMES							 NORMALLY ACCEPTABLE Specified land use is satisfactory, based upon the assumption that any buildings involved are of normal conventional construction, without any special noise insulation requirements.
RESIDENTIAL - MULTI. FAMILY							
TRANSIENT LODGING - MOTELS, HOTELS							 CONDITIONALLY ACCEPTABLE New construction or development should be undertaken only after a detailed analysis of the noise reduction requirements is made and needed noise insulation features included in the design. Conventional construction, but with closed windows and fresh air supply systems or air conditioning will normally suffice.
SCHOOLS, LIBRARIES, CHURCHES, HOSPITALS, NURSING HOMES							
AUDITORIUMS, CONCERT HALLS, AMPHITHEATRES							 NORMALLY UNACCEPTABLE New construction or development should generally be discouraged. If new construction or development does proceed, a detailed analysis of the noise reduction requirements must be made and needed noise insulation features included in the design.
SPORTS ARENA, OUTDOOR SPECTATOR SPORTS							
PLAYGROUNDS, NEIGHBORHOOD PARKS							 CLEARLY UNACCEPTABLE New construction or development should generally not be undertaken.
GOLF COURSES, RIDING STABLES, WATER RECREATION, CEMETERIES							
OFFICE BUILDINGS, BUSINESS COMMERCIAL AND PROFESSIONAL							
INDUSTRIAL, MANUFACTURING UTILITIES, AGRICULTURE							

CONSIDERATIONS IN DETERMINATION OF NOISE-COMPATIBLE LAND USE

A. NORMALIZED NOISE EXPOSURE INFORMATION DESIRED

Where sufficient data exists, evaluate land use suitability with respect to a "normalized" value of CNEL or L_{dn}. Normalized values are obtained by adding or subtracting the constants described in Table 1 to the measured or calculated value of CNEL or L_{dn}.

B. NOISE SOURCE CHARACTERISTICS

The land use-noise compatibility recommendations should be varied in relation to the specific source of the noise. For example, aircraft and railroad noise is normally made up of higher single noise events than auto traffic but occurs less frequently. Therefore, different sources yielding the same composite noise exposure do not necessarily create the same noise environment. The State Aeronautics Act uses 65 dB CNEL as the criterion which airports must eventually meet to protect existing residential communities from unacceptable exposure to aircraft noise. In order to facilitate the purposes of the Act, one of which is to encourage land use compatible with the 65 dB CNEL criterion wherever possible, and in order to facilitate the ability of airports to comply with the Act, residential uses located in Com-

munity Noise Exposure Areas greater than 65 dB should be discouraged and considered located within normally unacceptable areas.

C. SUITABLE INTERIOR ENVIRONMENTS

One objective of locating residential units relative to a known noise source is to maintain a suitable interior noise environment at no greater than 45 dB CNEL of L_{dn}. This requirement, coupled with the measured or calculated noise reduction performance of the type of structure under consideration, should govern the minimum acceptable distance to a noise source.

D. ACCEPTABLE OUTDOOR ENVIRONMENTS

Another consideration, which in some communities is an overriding factor, is the desire for an acceptable outdoor noise environment. When this is the case, more restrictive standards for land use compatibility, typically below the maximum considered "normally acceptable" for that land use category, may be appropriate.

activities such as sleep and communication to occur without interruption. Industrial facilities, however, are relatively insensitive to noise and may be located in a noise environment of up to L_{dn} 75 dB without significant adverse effects.

In order to effectively address and mitigate existing or potential noise impacts in the City of Gustine, and to promote land use compatibility, the following specific policies are recommended for incorporation into the adopted Noise Element.

1. Areas within the City of Gustine exposed to existing or projected future exterior noise levels exceeding L_{dn} 60 dB should be designated as noise-impacted areas (Figure 2).
2. New development of residential or other noise sensitive land uses should not be permitted in noise-impacted areas unless effective mitigation measures are incorporated into the project design to reduce noise levels in outdoor activity areas to L_{dn} 60 dB or less and interior noise levels to L_{dn} 45 dB or less. In areas where it is not possible to reduce exterior noise levels to L_{dn} 60 dB or less using a practical application of the best available noise-reduction technology, an exterior noise level of up to L_{dn} 65 dB will be allowed. Under no circumstances should interior noise levels exceeding L_{dn} 45 dB with the windows and doors closed be permitted.
3. Where the development of residential or other noise-sensitive land uses is proposed for a noise-impacted area, an Acoustical Analysis should be required. The Acoustical Analysis should:
 - A. Be the responsibility of the applicant.
 - B. Be prepared by a qualified acoustical consultant (a list of qualified acoustical consultants is available from the California Office of Noise Control).

Source: California Office of Noise Control

BBA

- C. Include representative noise level measurements with sufficient sampling periods and locations to adequately describe local conditions.
 - D. Include estimated noise levels in terms of exterior L_{dn} for existing and projected future (10-20 years hence) conditions, with a comparison made to the adopted policies of the Noise Element.
 - E. Include recommendations for appropriate mitigation to achieve compliance with the adopted policies of the Noise Element. Where the noise source in question consists of intermittent single events, the report should address the effects of maximum noise levels in sleeping rooms in terms of possible sleep disturbance.
 - F. Include estimates of noise exposure after the prescribed mitigation measures have been implemented. If compliance with the Noise Element will not be achieved, a rationale for acceptance of the project should be provided.
4. The City of Gustine should enforce the State Noise Insulation Standards (California Administrative Code, Title 25) and Chapter 35 of the Uniform Building Code concerning the construction of new multi-family dwellings such as hotels, apartments, and condominiums.
 5. Noise level criteria applied to land uses other than residential or other noise-sensitive uses should be consistent with recommendations of the California Office of Noise Control (Figure 4).
 6. New equipment and vehicles purchased by the City of Gustine should comply with noise level performance standards consistent with the best available noise reduction technology.
 7. Noise exposure information developed during the community noise survey described in the Noise Element should be used as a guideline for the development of an effective noise control ordinance to assist the City of Gustine in controlling future increases in community noise levels, in addressing noise complaints, and to provide local industry with noise level criteria for future development and equipment modifications.
 8. The City of Gustine Police Department should actively enforce existing sections of the California Vehicle Code relating to mufflers and modified exhaust systems.
 9. The findings and specific policies of the Noise Element should be incorporated into the City of Gustine zoning plan and coordinated with the Land Use and Circulation Elements of the General Plan.
 10. The City of Gustine should periodically review and update the Noise Element to ensure that noise exposure information and specific policies are consistent with changing conditions within the community.

APPENDIX A

ACOUSTICAL TERMINOLOGY

AMBIENT NOISE LEVEL:	The composite of noise from all sources near and far. In this context, the ambient noise level constitutes the normal or existing level of environmental noise at a given location.
A-WEIGHTED SOUND LEVEL:	The sound pressure level in decibels as measured on a sound level meter using the A-weighting filter network. The A-weighting filter de-emphasizes the very low and very high frequency components of the sound in a manner similar to the response of the human ear and gives good correlation with subjective reactions to noise.
CNEL:	Community Noise Equivalent Level. The average equivalent A-weighted sound level during a 24-hour day, obtained after addition of five decibels to sound levels in the evening from 7:00 p.m. to 10:00 p.m. and after addition of ten decibels to sound levels in the night before 7:00 a.m. and after 10:00 p.m.
DECIBEL, dB:	A unit for describing the amplitude of sound, equal to 20 times the logarithm to the base 10 of the ratio of the pressure of the sound measured to the reference pressure, which is 20 micropascals (20 micronewtons per square meter).
EQUIVALENT ENERGY LEVEL, L_{eq} :	The sound level corresponding to a steady state sound level containing the same total energy as a time varying signal over a given sample period. L_{eq} is typically computed over 1, 8 and 24-hour sample periods.
L_{dn} :	Day/Night Average Level. The average equivalent A-weighted sound level during a 24-hour day, obtained after addition of ten decibels to sound levels in the night before 7:00 a.m. and after 10:00 p.m.
NOTE: CNEL and L_{dn} represent daily levels of noise exposure averaged on an annual basis, while L_{eq} represents the equivalent energy noise exposure for a shorter time period, typically one hour.	
L_{max} :	The maximum A-weighted noise level recorded during a noise event.
L_n :	The sound level exceeded "n" percent of the time during a sample interval. L_{10} equals the level exceeded 10 percent of the time (L_{90} , L_{50} , etc.)
NOISE EXPOSURE CONTOURS:	Lines drawn about a noise source indicating constant energy levels of noise exposure. CNEL and L_{dn} are the descriptors utilized herein to describe community exposure to noise.

VII. SAFETY ELEMENT

VII

SAFETY ELEMENT

INTRODUCTION

This is a summary and update of the Seismic Safety Element and the Safety Element of the Gustine General that was adopted by the City Council on March 31, 1975. The complete Seismic Safety Element and Safety Element were prepared by the Merced County Association of Governments.

The Safety Element of the Gustine General Plan provides a basis for reducing loss of life, injuries, damage to property, and the economic and social dislocation resulting from earthquake, fire, flooding and other public safety hazards. Specific issues discussed within this element include protection from seismic hazards and unstable geologic areas, fire protection and urban fires, hazardous materials, and flooding and emergency plans. Other potential hazards that may be encompassed within a safety element such as wildland fires, for example, either have been determined not to be significant within the Gustine Planning Area or are discussed in other elements of the General Plan.

A. SAFETY CONDITIONS

Background information on seismic hazards, fire protection and urban fires, flooding, hazardous materials and emergency plans within the Gustine Planning Area is summarized in the following subsections.

1. Seismic Hazards (Earthquakes)

The Gustine area soil is generally composed of alluvial materials deposited from tributaries of the western hills with some deposition along the eastern portion from the San Joaquin River. Since alluvium does not lend itself to faulting, little seismic activity has originated in the planning area, and as a result there are no known faults in the immediate area.

To the west, in the foothills of the Diablo Mountains, the Ortigalita Fault Zone runs in a northwesterly direction through the San Luis Reservoir. The Ortigalita Fault system does not have any recent historic record of displacement. However, the Santa Clara Valley, twenty (20) miles west of the Ortigalita Fault, is the site of several major faults, including the well-known San Andreas fault.

The proximity to seismically active areas and the relatively loosely compacted deep alluvium could cause shock waves to be transmitted from relatively distant earthquake faulting. For these reasons, the central portion of Merced County has been classified as having a high potential earthquake intensity (severity) in the Urban Geology Master Plan for California. Historically, the only earthquake which resulted in significant damages in Merced County was the 1906 San Francisco Quake.

A major seismic concern in Gustine is the proximity of the San Luis dam with a capacity of two million one hundred thousand (2,100,00) acre feet, and the O'Neill Forebay with a fifty-six thousand (56,000) acre foot capacity. Gustine is situated on the natural drainage margin of the San Luis Creek. In addition, Gustine lies in a lower elevation trough near the historical flood areas associated with the San Joaquin and Merced River System. Because of the immense volume of water contained by San Luis Dam and O'Neill Forebay, failure of these structure presents a potential for direct flooding damage in Gustine. This is not, however, considered to be of "substantial" danger to life and property in Gustine due to the earthfill method of dam construction, and due to the fact that the San Luis Dam was engineered to withstand a quake of magnitude with the epicenter in Hollister. Emergency Preparedness Plans for the San Luis Dam, and the O'Neill Dam are available from the State Department of Water Resources. When inundation maps for the San Luis, and O'Neill Forebay are available, they should be made a party of this element.

The Merced County Seismic Safety Element presents a detailed discussion of phenomena associated with seismic activities.

There are no remaining "Field Act" (earthquake deficient) school structures in the City. There may be, however, some older structures in the City which were not built to withstand the lateral stress imposed by the ground shaking of a major earthquake. Generally speaking, the older the structure, the less likely it is to resist an earthquake. This applies particularly to buildings having walls of non-reinforced brick held together by mortar. At this time, there is no apparent reason to initiate vigorous code enforcement.

2. Fire Protection and Urban Fires

Gustine is protected by the Gustine Volunteer Fire Department. The fire department is currently well-manned and equipped. The department maintains a mutual aid agreement with the County, and the joint City-County fire station is located near the center of town. The fire station is staffed 24 hours/day by County personnel. There are

between 27 and 30 volunteer firefighters at any given point of time. The department's equipment includes three trucks maintained by the City and three trucks maintained by the County. The Insurance Services Office (ISO) rating for the City is seven (7). The department is also responsible for providing emergency medical aid. The City has a contract with Westside Community Hospital to provide ambulance service.

Historically, there have been very few structural fires in the area. The majority of the fires were vehicle and grass fires. Emergency and fire response times throughout the City are less than five minutes. Response times to the easterly side of the City may be slightly longer depending on passing trains. The department utilizes alternate routes to prevent unduly lengthy delays. The Fire Department has a need for an additional pumper truck, a replacement for the existing crash vehicle, and breathing equipment and protective clothing for dealing with certain toxic hazards. There does not seem to be any need for an additional fire station in the foreseeable future.

3. Flooding

Gustine has been relative flood-free with the exception of very minor flooding common throughout the valley during prolonged moderate rainfalls. The potential of flooding caused by seismic activities is discussed above. Although the planning area lies near the flood area of the San Joaquin River complex, the City has never experienced flooding associated with that area.

4. Hazardous Materials

There are several potential sources of hazardous materials within the Gustine Planning Area. Hazardous materials are transported through and within the planning area by trains on the Southern Pacific mainline and by trucks on State Highways 33 and 140, and other streets. Agricultural aircraft operating from the Gustine Airport carry potentially hazardous materials over the planning area.

There have been no reported incidents involving hazardous materials which are known to have affected the population of the Gustine Planning Area. The City has adopted a strict ordinance regulating the operations of agricultural aircraft at the airport.

5. Emergency Plans

The City of Gustine adopted an Emergency Services Operational Plan in 1974; signed a Memorandum of Understanding of Emergency Incident Coordination Procedures of Merced County Emergency Responders, in 1982; has reviewed the Emergency Preparedness Plans for San Luis Dam, and O'Neill Dam.

B. SAFETY GOAL

The goal of the City concerning safety is to plan and promote an environment which will reduce to a minimum the loss of life and property resulting from natural and man-made hazards.

C. SAFETY OBJECTIVES, POLICIES AND IMPLEMENTATION PROGRAMS

The safety objectives, policies and implementation programs of the City are designed to introduce safety considerations into the planning and administrative process in order to reduce loss of life, injury, damage to property and economic and social dislocation which may result from natural and man-made hazards.

1. Seismic Safety

- a. The City will adopt by reference the Merced County Seismic Safety Element, and maintain, as a reference, the 1975 City of Gustine Seismic Safety Element and Safety Element, in satisfaction of the state requirement for the seismic safety element.
- b. The City will continue to enforce its minimum requirement that all new buildings conform to state standards set forth in the Dangerous Building Code contained in the most current edition of the Uniform Building Code.

2. Fire Protection and Urban Fires

a. Objective

- i. To reduce the loss of life, injury or damage to property resulting from fire:

b. Policies

- i. The City shall continue to maintain an efficient volunteer fire department.
- ii. The City shall continue to coordinate fire protection services with Merced County.
- iii. The City shall maintain a water supply system that is adequate for fire protection purposes.
- iv. The City shall require the abatement of fire hazards within all existing buildings through continued enforcement of relevant codes and ordinances.
- v. The City shall support local, state and federal programs designed to inform and educate the public concerning fire prevention and suppression.

c. Implementation Programs

- i. The City will continue to maintain an efficient volunteer fire department and to ensure that there is adequate manpower and equipment to provide fire protection for existing and new development within the City. When it is deemed necessary for adequate protection and when it is economically feasible, the City should purchase an additional pumper truck, a replacement crash vehicle, and breathing equipment and protective clothing for dealing with hazardous materials.
- ii. The City will coordinate, through the existing mutual aid agreement with Merced County in the provision of fire protection services to ensure the maximum level of protection for all residences, commercial establishments and industries within the planning area.
- iii. The City will require that all new development have adequate water supply systems to ensure an adequate supply for fire suppression purposes and will seek to eliminate any deficiencies in the existing water supply system which may affect fire protection in developed areas of the community.
- iv. The City will enforce relevant codes and ordinances designed to abate fire hazards within all existing buildings and assure that new structures conform to these regulations.
- v. The City will continue to enforce its weed abatement program which is designed to limit the amount of vegetative combustible material within the planning area.
- vi. The City will encourage the installation of private early warning and fire suppression systems.
- vii. The City will encourage local and regional educational institutions to develop fire prevention and suppression courses.
- viii. The City will encourage the community to become involved in promoting state and federal fire prevention programs in school and civic functions

3. Flooding

a. Objective

- i. Protect the lives and property of residents from the hazards of flooding.

b. Policy

- i. When inundation maps are available for San Luis Dam and O'Neill Dam, they should become part of this element. In addition, the City should and publicize emergency evacuation routes.
- ii. City shall seek to provide adequate storm drainage planning and to provide or require adequate storm drainage facilities to prevent flooding within the community.

c. Implementation Programs

- i. The City will maintain and update the existing storm drainage plan for the City.
- ii. The City will require fees in conjunction with new development to off-set the cost of developing permanent drainage facilities.
- iii. The City can require temporary drainage facilities where needed with new development when permanent facilities are not available.

4. Hazardous Materials

a. Objective

- i. Reduce the potential danger to public health and safety from hazardous materials.

b. Policies

- i. To plan the location of hazardous material production, storage and distribution so that it does not unnecessarily impact populated areas.
- ii. To conform with applicable state and federal laws regulating hazardous materials.
- iii. To plan the location of truck routes within the City to avoid the transport of hazardous materials in residential areas.

c. Implementation Programs

- i. The City will review the Zoning Ordinance to ensure that any uses which may involve the storage,

processing or distribution of hazardous materials are either not permitted in proximity to populated areas or are permitted only after first having secured a conditional use permit.

- ii. The City will utilize the California Environmental Quality Act process to review and determine appropriate mitigation measures for uses which may involve the storage, processing or distribution of potentially hazardous materials within the planning area.
- iii. The City will support the guidelines and regulations of the California Occupational Health and Safety Administration and other state and federal agencies responsible for the regulation of hazardous materials.
- iv. The City will designate truck routes within the City that minimize the transport of hazardous materials does not pass through residential areas.
- v. The City will require agricultural aircraft carrying hazardous materials to comply with all regulations of Ordinance No. 337 concerning the transport and use of these materials.

5. Emergency Plans

a. Objective

- i. Maintain and improve emergency services planning within the Gustine Planning Area.

b. Policy

- i. City shall maintain and improve the Emergency Services Operational Plan and the Memorandum of Understanding with Emergency Responders that addresses emergency preparedness and procedures for coordinated public action during times of disaster.

c. Implementation Program

- i. City will continue to support emergency planning that addresses identified hazards (urban fires, flooding, etc.) to provide a basis for direction and control of emergency operations.

VIII. OPEN SPACE, RECREATION,
AND CONSERVATION ELEMENT

VIII

OPEN SPACE, RECREATION, AND CONSERVATION ELEMENT

INTRODUCTION

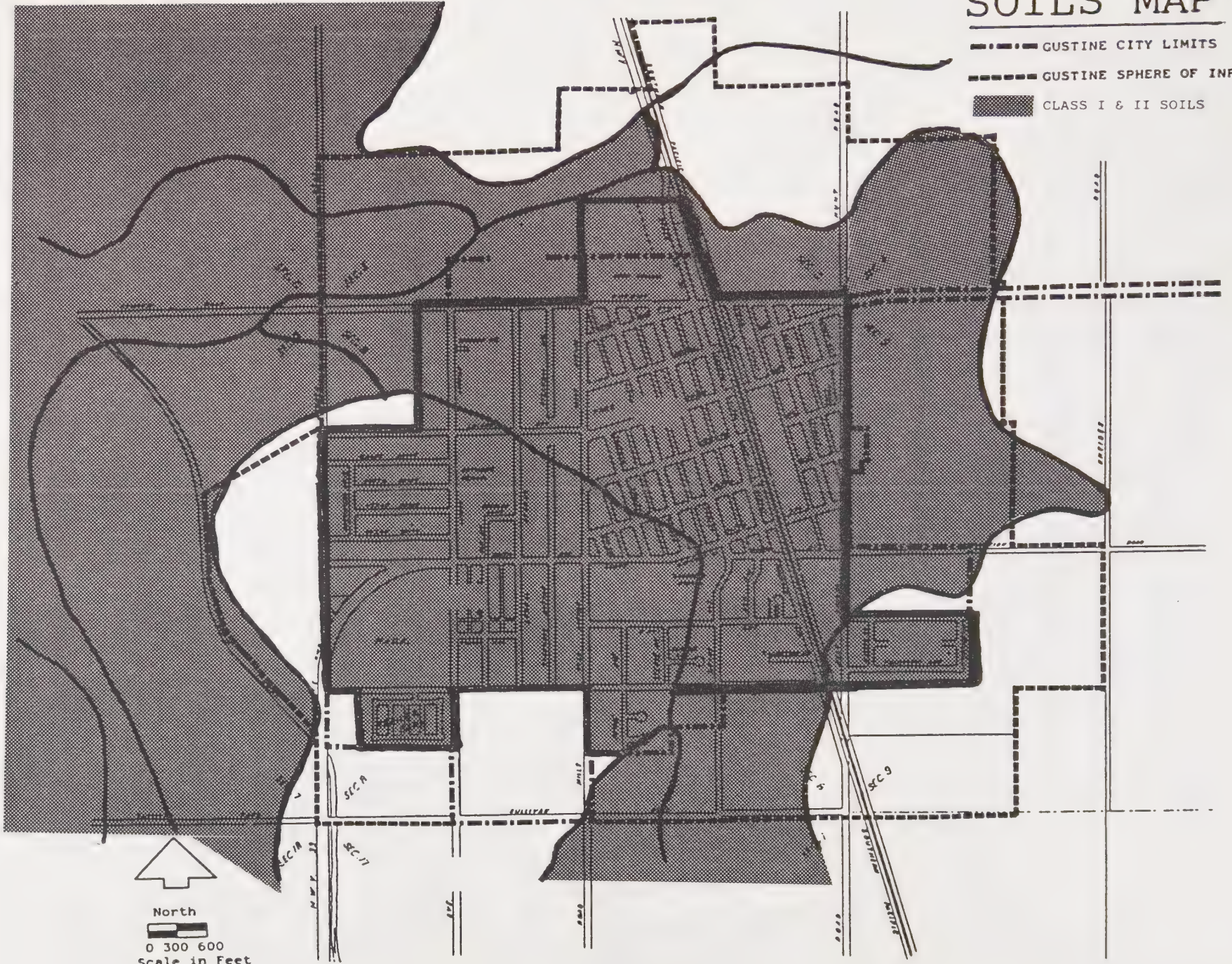
This plan section has been formulated to meet state requirements for local preparation of a Conservation Element, Recreation Element, and Open Space Element. For purposes of this element, "Conservation" shall mean the management of natural resources to prevent waste, destruction or neglect; and "Open Space" shall mean any parcel or area of land which is essentially unimproved and devoted to an open space use. Within the planning area, open space land uses are limited to agricultural and recreational land.

This combined element includes the following:

- A local inventory of privately and publicly owned open space and recreation lands;
 - An identification of other significant local natural and cultural resources that deserve special protection and management; and
 - A set of goals, policies, standards, and implementation measures for the protection, expansion, enhancement, and wise utilization of local open space and recreation lands, and other significant natural and cultural resources.
- A. EXISTING CONDITIONS - The following is, primarily, an extraction from the Draft Environmental Impact Report on the City of Gustine Wastewater Facilities Plan, by George S. Nolte and Associates, March 1982. A copy of this publication is available at City Hall.
1. Soils - As shown in Figure 9, most of the soils in the proposed Sphere of Influence are considered to be prime soils (Class I and II capabilities). The IMPORTANT FARMLANDS Map (See Figure 10) shows all of the developable area surrounding Gustine to be "Prime Farmlands" or "Farmlands of Statewide Importance". The soils around the City are used for orchards, field crops and pasture.
 2. Air Quality - The San Joaquin Valley Air Basin has been designated a nonattainment area for ozone and total suspended particulates. The Merced County Air Pollution Control District (APCD) has responsibility for improving air quality through a variety of implementation measures which control air pollution from stationary sources.

SOILS MAP

- GUSTINE CITY LIMITS
- GUSTINE SPHERE OF INFLUENCE
- CLASS I & II SOILS



North
 0 300 600
 Scale in Feet

FIGURE 9

3. Surface Water - The City of Gustine is located in the Gustine watershed on the west side of the San Joaquin Valley. The entire watershed is approximately 179,850 acres. Four streams run from the westside foothills and eventually become Los Banos Creek. The Creek in turn flows northerly to Mud Slough, and to the San Joaquin River. The portion of this watershed, in which Gustine lies, consists of two areas: the upper, generally west of Gustine, devoted to agriculture, and the lower area, generally to the east of town, devoted to native pasture and wildlife habitat. Surface waters include the westside streams, the San Joaquin River, wetlands, and water imported and transported through a network of canals.

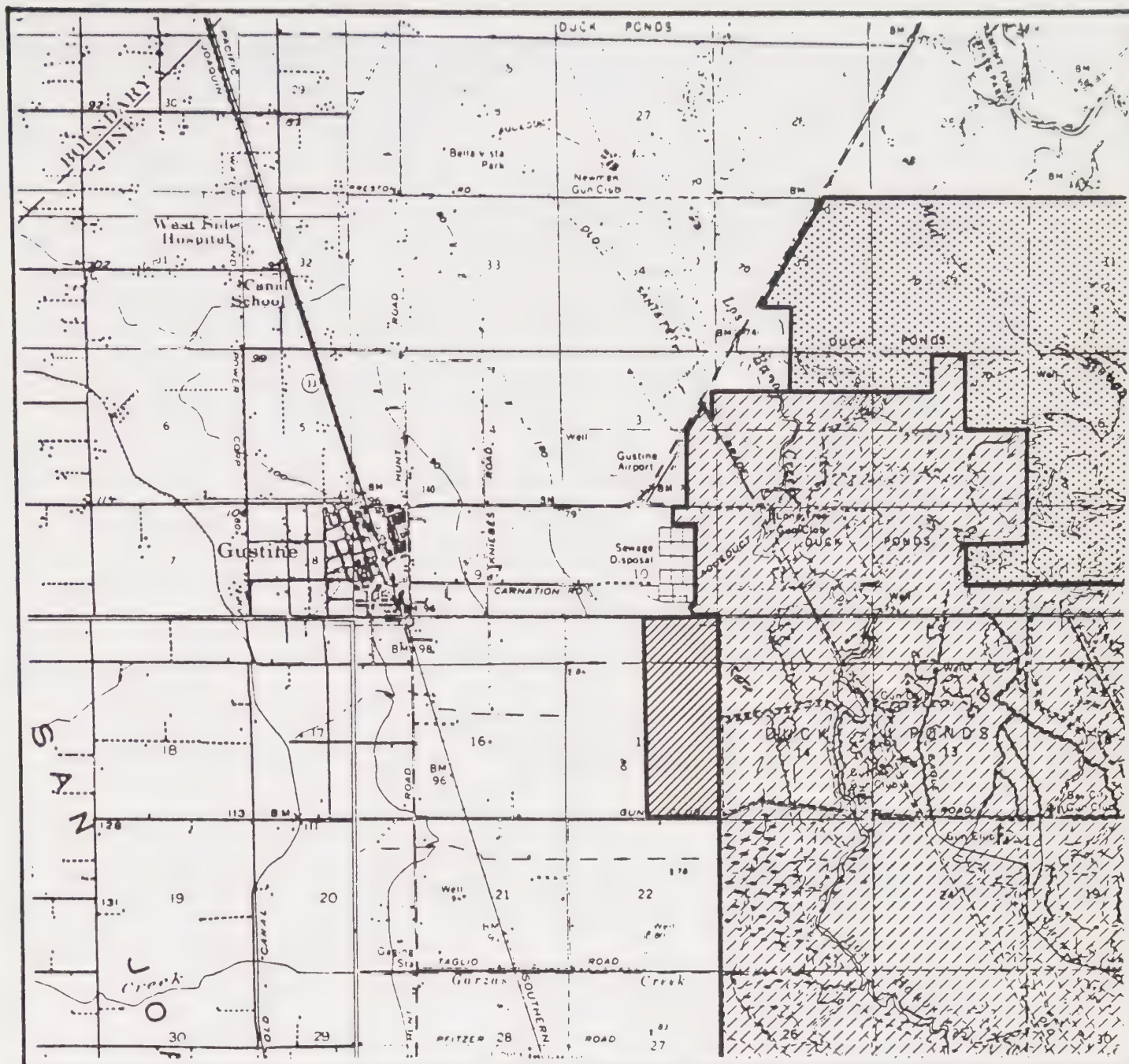
Selenium, a natural mineral essential to life in small doses, has been found in toxic levels in farm drainage water evaporation ponds to the south end of the 5,900 acre Kesterson Wildlife Refuge (See Figure 11). The ponds, which are run by the U.S. Bureau of Reclamation, are fed only by irrigation runoff through the San Luis Drain.

Selenium, along with other compounds, is leached from the salty valley soil through irrigation. When farmers irrigate, the toxic soup of minerals and pesticides pool on the top of a thick layer of impentable clay running beneath the ground's surface. The water must be drained away for the crops to survive.

The San Luis Drain was intended to provide a solution by transporting contaminated westside water to the Sacramento-San Joaquin Delta; where it could be flushed to the ocean. The drain was, however, never finished, and ends at Kesterson, where the contaminated water is supposed to evaporate from thousands of acres of ponds. The contaminants have not evaporated, and, instead, remain in concentrations that have killed and maimed migratory birds and fish; threatened the health of people living nearby or ingesting any of the tainted birds or fish; and has raised the possibility of polluting the aquifer of drinking water serving several communities in Merced, Madera, and Stanislaus Counties.

In addition, the contaminated drain water is blamed for polluting the San Joaquin River, and eventually the delta marshes.

The State Water Resources Control Board ordered the federal government to clean up the selenium poisoning within a three year period. Merced County and private duck club landowners joined in a law suit in which a Merced County Judge ordered the immediate closure of the evaporation pools. After first ordering the closure of Kesterson and the shutoff of irrigation water in the Westlands Water District, the U.S. Interior Department negotiated an agreement with Westlands which allows the use of the Kesterson ponds until June 30,



LEGEND



Kesterson National Wildlife Area



Grassland Water District Wetlands (Duck Clubs)



Unorganized Private Lands (Duck Clubs)



Source: California Dept. of Fish & Game, January 1982

1986. The eventual plugging of the San Luis Drain could effect the irrigation of as much as 564,000 acres of farmland, and the cost of cleaning up Kesterson is estimated to be over \$500 million dollars.

The City of Gustine is on record requesting, in the strongest possible terms, the immediate stop to the flow of drainage into Merced County and the Kesterson Reservoir, and an immediate plan for cleaning up the contaminated area..

4. Groundwater - Public water in Gustine is provided by the City of Gustine. The City's water supplies are drawn from four wells approximately 200 feet deep. The water quality is generally good, but, as stated above, the community is concerned about the threat of the contamination from Kesterson.
5. Biological Resources - There are three National Wildlife Refuges (Kesterson, San Luis, and Merced), two state wildlife management areas, and the Grasslands Wildlife Management Area (private managed duck clubs) are located very near to proposed Sphere of Influence. Despite the contamination problems, the area still supports vast flocks of migratory and wintering waterfowl. Wildlife and vegetation in the marshlands, and the riparian woodland is abundant and varied.

With the exception of the riparian areas, there is little native vegetation left in the area due to agricultural practices and manmade developments.

The giant garter snake, a species that has been classified as rare by the California Department of Fish and Game, may reside in any of the wetland habitats. Known sightings of the snake have been reported near Los Banos Creek and in the Gustine gun club. No other rare or endangered species are expected to occur in the study area.

A rare plant, called the delta coyote thistle *eryngium racemosum*, was recently discovered in the native grasslands San Luis Island Project. The plant is one of 700 California plants on a list of candidates for the federal endangered species list. The only other known habitat for the plant is near the Salt springs Reservoir in Calaveras County.

6. Cultural Resources - Gustine lies within the historic boundaries of the member tribes Yokuts people. A record and file search, performed in conjunction with the Wastewater Treatment Plant expansion, revealed that there are eighteen village sites in the general area of Gustine; primarily, in the Kesterson Reservoir area. There have been very few systematic cultural resource surveys, and most of the area is archaeologically unknown.

7. Public Recreation Open Space - There are approximately 52 acres of public recreational open space land within the planning area. Of this total, Gustine High School has about 9 acres, including a football stadium, softball and baseball fields, and other fields; and Gustine Elementary School (K-8) has about 5.3 acres with a baseball diamond, open space area for soccer, and a playground. The outdoor recreational areas, at both schools, are open and unrestricted to the public unless school is in session. During the summer, the elementary facilities are turned over to the City's Recreation District. The remaining 36.7 acres of existing public park facilities includes:

1. Harry Schmidt Park - A 29.9 acre City/County community park on State Highway 33 at the southwestern entrance to the City, with two ballfields (one lighted); a group picnic shelter and kitchen; 4 lighted tennis courts; playground facilities; lighted horseshoe pits; 6 individual picnic setups; and a restroom/concession building.
2. Henry Miller Park - A 4.5 acre community park on Sixth Street between Second and Third Avenues, with a public swimming pool; a group picnic shelter and kitchen; a playground, 2 individual picnic setups; and restrooms.
3. Pioneer Park - A 1.1 acre neighborhood park on East Avenue and Wallis Road, with a small group picnic shelter and a playground.
4. Sherwood Park - A 1.2 acre neighborhood park on Sherwood Drive between Edith and Verde Drives, with a small group picnic shelter, a playground, and a basketball court.

Current Service Levels and Related Policies. At present the City maintains an excellent ratio of approximately 1 acre of park space per 100 persons in the planning area.

Through development fees and land dedications, general fund revenues, and state and federal grants, the City should strive to maintain the existing ratio of parks to population. Because of the maintenance problems and costs associated with small dispersed neighborhood parks, the limited utilization of the existing neighborhood parks, and the compactness of the City, there is a need to concentrate on larger more comprehensive community park facilities. When population growth is sufficient, in the south, to support additional recreation facilities, the creation of a new park on Sullivan Road is recommended (See Figure 12 - Location approximate).

The City Recreation Commission has created a tentative list of needed park improvements which includes: Lights on the

existing little league field, a community center and expanded parking, additional tennis courts, area lighting, and a compact parcourse in the southwest corner, all at Harry Schmidt Park; renovation of the swimming pool at Henry Miller Park; and an additional ball field at the new park on Sullivan Road.

B. GENERAL GOALS AND OBJECTIVES

1. Conservation of Open Space

- a. Recognize that open space land is a limited and valuable resource which must be conserved whenever possible.
- b. Discourage premature and unnecessary conversion of open space land to urban uses. Implement land use policies which promote contiguous development and urban infilling.
- c. Preserve open space lands as necessary to maintain a healthy local economy; assure the continued availability of land for the production of food and fiber, and the continued enjoyment of the area's rural character and scenic beauty; to protect and expand appropriate lands for passive and active recreational use; to protect identified groundwater recharge area; and, to conserve energy.
- d. Recognize the value of landscaping areas as an important open space feature of the community.

2. Conservation of Other Natural Resources

- a. City land use policies should ensure against loss of significant water recharge areas in the Gustine Sphere of Influence due to urbanization.
- b. The City should continue to support all efforts aimed at the protection of the City's groundwater supply, including the closing of the San Luis Drain, the removal of the contaminated irrigation water, and the clean up and lining of Kesterson.
- c. City general plan policies should contribute to regional efforts regarding the restoration and maintenance of an acceptable level of local and regional air quality.
- d. Establish and implement policies to reduce community energy consumption and costs.

C. POLICIES AND IMPLEMENTATION PROGRAMS

1. Preserve and properly utilize the community's agricultural resources through the following measures:

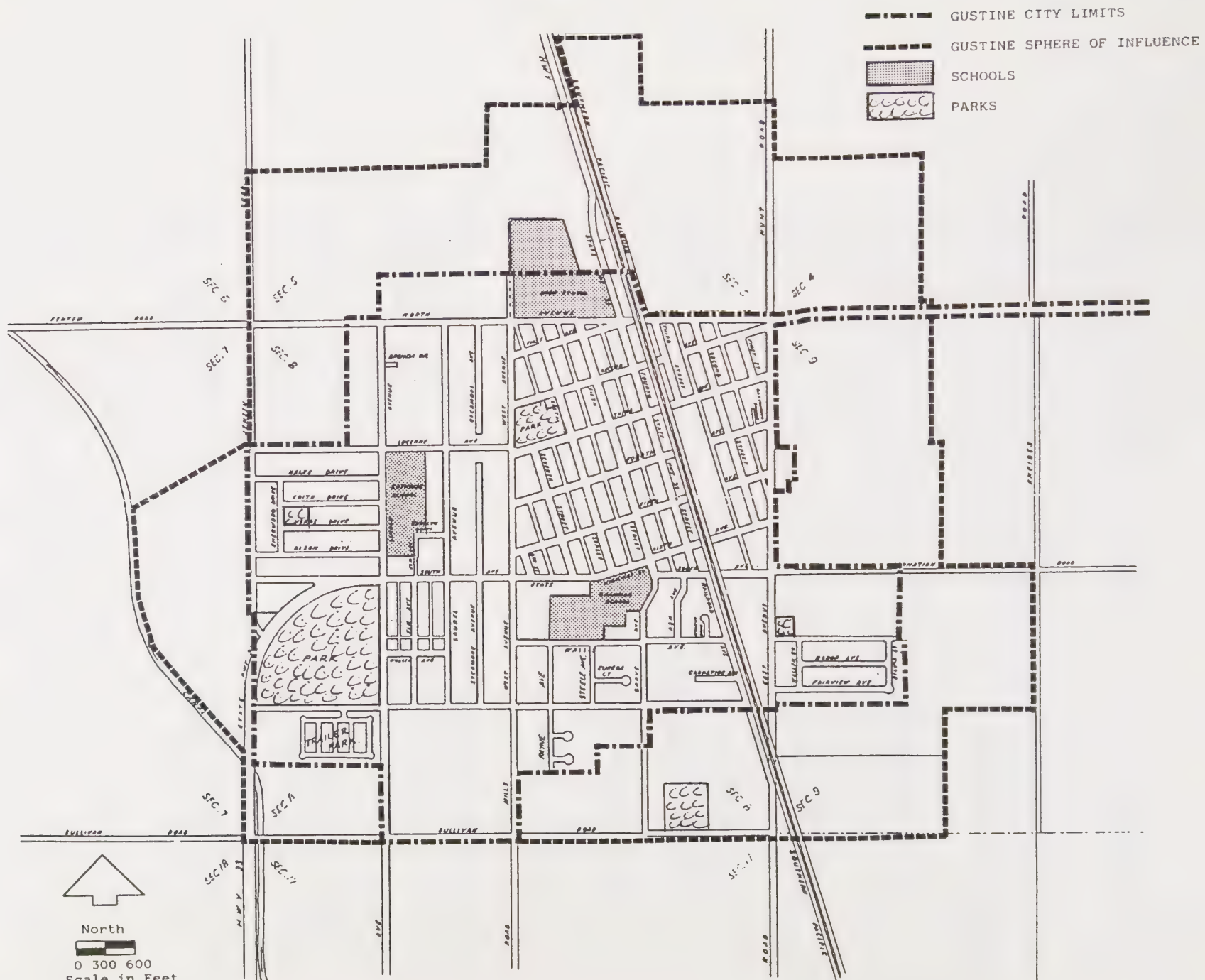


FIGURE 12

- a. Recognize agriculture as a major industry in the Gustine Sphere of Influence, deserving special accommodation in this General Plan.
 - b. Preserve and manage the agricultural resources of the Gustine Planning Area for current and future use. Identify and protect valuable agricultural lands against urban encroachment, based on their economic and open space benefits to the community.
 - c. Adopting the Merced County Agricultural Element by reference to reinforce the City's commitment to agricultural preservation.
 - d. Relieve pressures to prematurely convert valuable agricultural lands to urban use by carefully directing urban expansion and by promoting infilling.
 - e. In cooperation with Merced County, seek to protect existing agricultural and open space resources around Gustine in the proposed Sphere of Influence.
2. Designate appropriate open space lands for use in meeting current and future community park and recreation needs.
 - a. Maintain the existing ratio of park area set aside to population (1 acre per 100-people) as urban growth continues.
 - b. Because of the maintenance problems and costs associated with dispersed neighborhood parks, the limited usage of existing neighborhood facilities, and the compactness of the City, concentrate on providing larger more comprehensive park facilities.
 - c. Continue the policy of requiring park fees and/or park land dedication for all subdivisions, in accordance with the procedures outlined in Section 9-1.511 of the Gustine Municipal Code.
 - d. Consider density bonuses for development proposals which offer park land dedications beyond those required, and encourage the provision for privately-maintained open space in planned developments.
 - e. Continue to pursue funding for the improvement of the two community parks.
 - f. When there is sufficient population growth, create a new community park on Sullivan Road.
 3. Incorporate programs for the identification and restoration of historic or architecturally significant resources for future central area improvement activities.

4. Conservation in New Development

Future development applications for the Gustine Planning Area should include design measures which effectively reduce reliance on conventional (non-renewable) energy sources for summer cooling and winter heating. The City should consider adoption of a set of energy conservation standards or guidelines which include the following types of measures:

a. Growth Management

Promote energy-efficient land use and transportation policies including compact development to minimize transportation fuel costs.

b. Solar Orientation

Building orientation affects both a structure's heat gain and loss characteristics. In Gustine, maximizing south-wall solar orientation of individual units will allow minimal solar exposure during summer months and best use of winter sun for space heating. Similarly, west wall sun exposure should be minimized. A solar ordinance should be passed to:

- i. Encourage all developers and builders to carefully consider the use of solar energy in design and management of all new construction in the City.
- ii. Require all new subdivisions to maximize, to the extent feasible, proper orientation of lots with regard to solar utilization.
- iii. Encourage developers and builders to properly design all structures on each building lot in the City to take fullest advantage of solar use in heating and cooling.
- iv. Encourage developers and builders to offer solar hot water heating systems as an option on new facilities.
- v. Encourage developers and builders to maximize "passive" solar design, such as large south-facing windows for winter heat gains and overhangs and shading for summer heat protection.
- vi. Require, where feasible, the use of solar energy design on all new City facilities, including passive design and active water heating and space heating systems.

1. Introduction to the Project

The purpose of this project is to develop a system for the automatic classification of documents. The system will be designed to handle a large volume of documents and to provide a high level of accuracy in its classification. The system will be developed using a combination of machine learning and rule-based techniques. The system will be evaluated using a set of test documents and a set of performance metrics.

2. System Requirements

The system must be able to handle a large volume of documents and to provide a high level of accuracy in its classification. The system must be able to handle documents of varying lengths and formats. The system must be able to handle documents that contain a large amount of text. The system must be able to handle documents that contain a large amount of data.

3. System Design

The system will be designed to handle a large volume of documents and to provide a high level of accuracy in its classification. The system will be designed to handle documents of varying lengths and formats. The system will be designed to handle documents that contain a large amount of text. The system will be designed to handle documents that contain a large amount of data.

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